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F.O.

(4552.)

424

Further Correspondence respecting Turkish Regulations for Pilgrim Traffic.

[In continuation of Confidential Paper No. 3079.]

No. 1.

Sir L. Mallet to Lord Tenterden.—(Received October 12.)

My Lord, *India Office, October* 11, 1877.

WITH reference to your letters dated the 22nd February and 30th May last, and other correspondence relating to the proposed Turkish rules for the regulation of the pilgrim traffic, I am directed by the Secretary of State for India in Council, to forward herewith a copy of a letter from the Government of India, and inclosures, from which it will be seen that the Indian Native Passenger Ships Act was brought into force by a notification dated the 4th August last, and Lord Salisbury hopes that there will accordingly be no occasion for any further delay in the promulgation of the Turkish regulations.

I am further to inclose a statement, showing in the tabular form, the several modifications in the draft regulations, the necessity for which has been pointed out, either in letters from this office or in the correspondence* forwarded with your letter of the 22nd February last. In the third column of the statement, reference is made to passages in the correspondence just alluded to.

In the last letter included in that correspondence, it is observed that the proposal in my letter of 9th November, 1876, that penalties should be inflicted, and the excess number of passengers landed at the first port where any contravention of the law is proved, and that such action should not be deferred to the port of final destination, is not practicable except at Aden, as there would be no jurisdiction over the vessel in a non-Turkish port. I am, however, to point out that it is partly to Turkish or Egyptian ports that the suggested provision would apply, as, for instance, in the case of vessels arriving at Suez *en route* to the port of final destination, while nothing could apparently be done at such a port as Hodeida, unless there were stationed there either a British or a Turkish Consular officer. Some modification accordingly appears to be desirable of the wording of the last clause of Article 26.

In the scale of the provisions and water to be issued to passengers, there exists at present a discrepancy between the Turkish rules and the notification of the Government of India, No. 298, dated 8th August, 1877, which may be shown as follows:—

	Per Head per Week.	
	Government of India.	Turkish Rules.
	Lbs. oz.	
Rice	7 0	3 kilog.=6·61386 lbs.
Salt fish	1 12	Nil.
Onions, &c.	0 14	
Salt	0 3½	
Water	7 gallons (or 5 if a distilling apparatus is on board.)	25 litres = 5·5045 gals.

65

* This was the printed Correspondence to which these Papers are a sequel.

In respect to these points it will be necessary that the Turkish rules shall be conformed to those of the Government of India, and also in respect to all ships being duly provided with medical stores and other appliances.

I am to state, in conclusion, that Lord Salisbury would be glad if a revised draft of the regulations were referred, at as early a date as possible, for any remarks which he might have to offer.

I have, &c.
(Signed) LOUIS MALLET.

Inclosure 1 in No. 1.

The Governor-General of India in Council to the Marquis of Salisbury.

Simla, August 13, 1877.

My Lord Marquis,

IN continuation of our despatch No. 25, dated the 23rd ultimo, we have the honour to inclose copy of a notification dated the 4th August, 1877, bringing into force the Native Passenger Ships Act, VIII of 1876.

2. Copies of the rules made under the Act, and of the letters with which they have been forwarded to the Local Maritime Governments, are also forwarded herewith.

We have, &c.
(Signed) LYTTON.
F. P. HAINES.
E. C. BAYLEY.
A. J. ARBUTHNOT.
A. CLARKE.
J. STRACHEY.
E. B. JOHNSON.
W. STOKES.

Inclosure 2 in No. 1.

Notification by the Government of India, Department of Revenue, Agriculture and Commerce, dated Simla, August 4, 1877.

UNDER Section 3 of Act VIII of 1876 (the Native Passenger Ships Act, 1876), the Governor-General in Council is pleased to direct that the said Act shall come into force from the date of this notification.

Inclosure 3 in No. 1.

NOTIFICATION.—No. 298.

Simla, August 8, 1877.

In exercise of the powers conferred by Sections 46 and 48 of the "Native Passenger Ships Act, 1876," the Governor-General in Council is pleased to make the following rules:—

Under Section 46.

(*a.*)—*Regarding Provisions, Fuel, and Water.*

I. IN the case of every ship to which the Native Passenger Ships Act applies, the scale on which provisions, fuel, and water are to be supplied to the passengers per head per diem shall be as follows:—

(*a.*) Provisions of fair quality, according to the following scale:—

	Lb.	oz.
Rice	1	0
Dhall or salt fish	0	4
Onions, turmeric, chillies, or other curry stuff	0	2
Salt	0	0½

(*b.*) Fuel:—

Firewood	2 lbs.

(*c.*) Fresh water, 1 imperial gallon. Such water shall be stored in iron tanks or sweet casks.

In the case of steamers carrying an apparatus for distilling fresh water from salt, a supply equal to five-sevenths of a gallon per head per diem shall suffice.

In Calcutta and Bombay such water shall be obtained from the municipal pipes.

(*b.*)—*Medical Stores and other Appliances for maintaining Health, Cleanliness, and Decency.*

II. Every native passenger ship shall, before certificate B (as provided in section 11 of the Act) is granted, have on board—

(*a.*) If she carry a surgeon, a supply of medicines and surgical appliances as set forth in schedule A hereunto annexed;

(*b.*) If she do not carry a surgeon, a supply of medicines and appliances as set forth in schedule B hereunto annexed, together with written or printed instructions for their use in a language which the commander or some other officer of the ship can read;

(*c.*) In either case, a sufficient supply of disinfecting powder or fluid.

III. Every such ship, carrying more than 100 native passengers, shall be fitted with a hospital suitable for segregating from the main body of the passengers persons attacked by any infectious disease.

IV. Every such ship shall be fitted with not less than two privies, sufficiently screened from public view, and readily accessible, and with one more such privy for every 100 passengers, or part thereof, carried in excess of 100.

A proportion of such privies, in any case not less than one if there be any females among the passengers, shall be set apart for the exclusive use of females, corresponding, as nearly as may be, to the proportion of female to male passengers.

V. Every such ship shall be provided with not less than two places for washing, sufficiently screened from public view, whereof a full proportion, as described in Rule IV, shall be set apart exclusively for females.

VI. Cattle shall be securely penned in, so as not to inconvenience the passengers.

VII. A convenient place for cooking shall be set apart on deck, with one or more cabooses, or cooking ranges, properly housed and covered.

(*c.*)—*Boats, Anchors, and Cables.*

VIII. Every native passenger ship shall, before certificate B (as provided in section 11 of the Act) is granted, be provided with boats according to the scale laid down in schedule C hereunto annexed. All such boats shall be fully fitted with all usual appliances.

IX. Every such ship shall at such time be provided with not less than three anchors and cables.

(*d.*)—*Instruments for Purposes of Navigation.*

X. Every native passenger ship shall, before certificate B (as provided in section 11 of the Act) is granted, be provided with—

(*a.*) Not less than two good compasses; and if she be an iron ship, the deviation of her compasses shall be ascertained on every point, and be recorded in the log-book;

(*b.*) Charts suitable for the voyage she is about to undertake;

(*c.*) Not less than three chronometers, and not less than two sextants or quadrants, and barometers, unless her size be under 240 tons, and she be bound on a short voyage, in which case it shall suffice if she be provided with a sextant or a quadrant.

(*e.*)—*Precautions against Fire.*

XI. Every such ship shall, at such time, be provided—

(*a.*) If she be a steamer, with hose sufficient to reach from her engines to her stem and taffrail;

(*b.*) If she be a sailing vessel, with one fire-engine or force-pump, with hose to reach from her stem to her taffrail; and if her tonnage exceed 800 tons, with a second such engine or force-pump, with like hose;

(*c.*) In either case, with fire-buckets in the proportion of three for every 100 tons up to 600, and two for every 100 tons above 600, provided that 50 in all shall suffice.

XII. If fire-annihilators or fire-engines are carried, they should be placed under the special charge of one of the principal officers and the ship's carpenter, who should be held responsible that, with the buckets and other fire-apparatus, they are kept in a state fit for immediate use. The engine should be worked once or twice a week, to keep it in proper order.

XIII. No native passenger ship shall put to sea until all her cargo is properly stowed away, and the decks cleared of any loose straw, hay, or other inflammable material.

XIV. Immediately before leaving port the passengers shall be called on to deliver up whatever lucifer matches, gunpowder, or other inflammable articles they may have about them; any passenger omitting or refusing to deliver up any such articles will be liable to punishment.

XV. No naked lights must, on any account, be used in the hold or store-rooms, or in the between-decks, except under trustworthy superintendence. No person must be allowed to read in bed with a naked light. Smoking between decks is strictly prohibited.

XVI. Spirits must never be opened in the hold, but should be hoisted on deck for the purpose.

XVII. As soon as possible after leaving port the officers and crew should be divided into parties, and assigned to stations, in case of fire.

Under Section 48.

I. For the purposes of Act VIII of 1876, the following shall be deemed to be the seasons of fair and foul weather:—

STATEMENT of Foul and Fair Seasons in British Indian Coasts.

Sind, Bombay, and Malabar Coasts.	Ceylon (Gulf of Manaar).	Madras (Coromandel).	Bengal (including Orissa) and Arakan.	Rest of Burma.
January	January	January	January	January.
February	February	February	February	February.
March	March	March	March	March.
April	April 1st to 15th / *April 16th to 30th*	April 1st to 15th / *April 16th to 30th*	*April*	April.
May	*May*	*May*	*May*	*May.*
June	*June*	*June*	*June*	*June.*
July	*July*	*July*	*July*	*July.*
August	*August*	August	*August 1st to 15th* / August 16th to 31st	*August.*
September	September	September	September	*September.*
October	October	October 1st to 15th / *October 16th to 31st*	October	*October 1st to 15th.* / October 16th to 31st.
November	*November*	*November*	*November 1st to 15th* / November 16th to 30th	November.
December	*December*	*December*	December	December.

Foul weather seasons are in *Italics*. Fair weather seasons in Roman.

SCHEDULE (A.)

PROPORTION of Medicines necessary for a Ship carrying Native Passengers and having on board a Surgeon.

Names of Medicines.	For 100 Passengers and under.	For 100 to 200 Passengers.	For 200 to 300 Passengers.	For 300 to 400 Passengers.
Calomel	1½ ozs.	2 ozs.	3 ozs.	4 ozs.
Blue pill	1 oz.	2 ozs.	3 ozs.	4 ozs.
Rhubarb powder	1 oz.	2 ozs.	3 ozs.	4 ozs.
Compound jalap powder	6 ozs.	8 ozs.	12 ozs.	16 ozs.
Ipecacuanha powder	1 oz.	1½ ozs.	2½ ozs.	3 ozs.
Opium	1 oz.	2 ozs.	3 ozs.	4 ozs.
Dover's powder	1 oz.	1½ ozs.	2 ozs.	3 ozs.
Magnesia	1 oz.	2 ozs.	3 ozs.	4 ozs.
Epsom salts	3 lbs.	6 lbs.	9 lbs.	12 lbs.

Names of Medicines.	For 100 Passengers and under.	For 100 to 200 Passengers.	For 200 to 300 Passengers.	For 300 to 400 Passengers.
Tartar emetic	2 drs.	4 drs.	6 drs.	1 oz.
Quinine	1 oz.	1 oz.	2 ozs.	2½ ozs.
Antimonial powder	2 drs.	4 drs.	6 drs.	1 oz.
Extract of colocynth, comp.	4 drs.	1 oz.	1½ ozs.	2 ozs.
Carbonate of ammonia	6 drs.	1 oz.	1½ ozs.	2 ozs.
Assafœtida	4 drs.	1 oz.	1½ ozs.	2 ozs.
Camphor	6 drs.	1 oz.	1½ ozs.	2 ozs.
Camphorated liniment	8 ozs.	12 ozs.	16 ozs.	20 ozs.
Catechu	1 oz.	2 ozs.	3 ozs.	4 ozs.
Prepared chalk	1 oz.	2 ozs.	3 ozs.	4 ozs.
Tincture of opium	4 ozs.	6 ozs.	8 ozs.	12 ozs.
Turpentine	8 ozs.	12 ozs.	1 pint	20 ozs.
Senna leaves	4 ozs.	8 ozs.	12 ozs.	1 lb.
Blistering plaster	4 ozs.	6 ozs.	8 ozs.	12 ozs.
Sulphur sublimed	8 ozs.	10 ozs.	12 ozs.	1 lb.
Sulphur ointment	6 ozs.	8 ozs.	12 ozs.	1 lb.
Linseed flour	2 lbs.	4 lbs.	6 lbs.	8 lbs.
Country soap	12 ozs.	1½ lbs.	2 lbs.	3 lbs.
Castor-oil	3 bottles	6 bottles	8 bottles	12 bottles
Oil of peppermint	1 oz.	2 ozs.	2 ozs.	2 ozs.
Adhesive plaster (spread)	1 yard	2 yards	2 yards	2 yards
Simple ointment	8 ozs.	12 ozs.	1 lb.	1½ lbs.
Ringworm ointment	8 ozs.	12 ozs.	1 lb.	1½ lbs.
Jeremie's opiate	1 small oz. phial	2 ozs. phial	2 ozs. phial	2 ozs. phial
Aromatic spirit of hartshorn	2 ozs.	3 ozs.	3 ozs.	3 ozs.
Cholera pills in phial	6 dozens	6 dozens	6 dozens	6 dozens
Cubeb powder	2 lbs.	2 lbs.	2 lbs.	2 lbs.
Sweet spirit of nitre	8 ozs.	1 lb.	1 lb.	1 lb.
Copaiba	8 ozs.	1 lb.	1½ lb.	1½ lbs.
Sulphate of copper	1 oz.	1 oz.	1 oz.	1 oz.
Sulphate of zinc	½ oz.	½ oz.	½ oz.	½ oz.
Lunar caustic	2 drs.	3 drs.	4 drs.	4 drs.
Hydrarg. cum creta	2 drs.	3 drs.	4 drs.	6 drs.
Plumbi acetas	4 drs.	6 drs.	1 oz.	1 oz. 2 drs.
Pulvis acaciæ	2 ozs.	3 ozs.	4 ozs.	6 ozs.
Pulvis cretæ: cum opio	4 drs.	6 drs.	1 oz.	1 oz. 2 drs.
Acid: sulphuric dil.	1 oz.	1 oz. 4 drs.	2 ozs.	2 oz. 4 drs.
Acid: tartaric	6 drs.	1 oz. 2 drs.	1 oz. 4 drs.	2 ozs.
Tinct: camph: comp.	3 ozs.	4 ozs.	6 ozs.	8 ozs.
Tinct: ferri: sesquichl.	1 oz.	1 oz. 4 drs.	2 ozs.	3 ozs.
Sodæ: sesquicarb	1 oz. 4 drs.	2 ozs.	3 ozs.	4 ozs.
Sir W. Burnett's disinfecting fluid / or Norton's carbolic acid	7 gallons / 30 gallons	12 gallons / 45 gallons	17 gallons / 60 gallons	23 gallons / 70 gallons
INSTRUMENTS.				
Glass measure (1 oz.)	1	1	1	1.
" " (drop)	1	1	1	1.
Pestle and mortar (Wedgewood)	1	1	1	1.
Scales and weights (grains)	1 set	1 set	1 set	1 set.
Splints (common)	1 set	1 set	1 set	1 set.
Lint (prepared)	2 ozs.	3 ozs.	4 ozs.	6 ozs.
Cloth for bandage	1 piece	2 pieces	2 pieces	2 pieces
Lancets (bleeding)	1	1	2	2.
Silver catheter (middle size)	1	1	1	1.
Spatula	1	1	1	1.
Scissors (dressing)	1	1	1	1.
Infusion pots	1	2	2	2.
Bed-pans (metal)	2	2	3	3.
Country paper	1 quire	1 quire	2 quires	2 quires.
Penknife	1	1	1	1.
Sago	5 lbs.	10 lbs.	15 lbs.	20 lbs.
Arrowroot	10 lbs.	10 lbs.	15 lbs.	20 lbs.
Small tin-box	1	1	1	1.
Enema	1	1	1	1.

When the voyage which the passenger ship is about to make is longer than from any port in India to any port in the Red Sea, an additional quantity of the medicines above specified, to the extent of 25 per cent., should be carried.

Schedule (B.)

Proportion of Medicines necessary for a Ship carrying Native Passengers and not having on board a Surgeon.

Names of Medicines.	For 100 Passengers and under.	For 100 to 200 Passengers.	For 200 to 300 Passengers.	For 300 to 400 Passengers.
Calomel	1½ ozs.	2 ozs.	3 ozs.	4 ozs.
Blue pill	1 oz.	2 ozs.	3 ozs.	4 ozs.
Compound jalap powder	6 ozs.	8 ozs.	12 ozs.	16 ozs.
Ipecacuanha powder	1 oz.	1½ ozs.	2½ ozs.	3 ozs.
Opium	1 oz.	2 ozs.	3 ozs.	4 ozs.
Dover's powder	1 oz.	1½ ozs.	2 ozs.	3 ozs.
Epsom salts	3 lbs.	6 lbs.	9 lbs.	12 lbs.
Quinine	1 oz.	1 oz.	2 ozs.	2½ ozs.
Antimonial powder	2 drs.	4 drs.	6 drs.	1 oz.
Assafœtida	4 drs.	1 oz.	1¼ ozs.	2 ozs.
Camphor	6 drs.	1 oz.	1½ ozs.	2 ozs.
Camphorated liniment	8 ozs.	12 ozs.	16 ozs.	20 ozs.
Prepared chalk	1 oz.	2 ozs.	3 ozs.	4 ozs.
Tincture of opium	4 ozs.	6 ozs.	8 ozs.	12 ozs.
Turpentine	8 ozs.	12 ozs.	1 pint	20 ozs.
Blistering plaster	4 ozs.	6 ozs.	8 ozs.	12 ozs.
Sulphur ointment	6 ozs.	8 ozs.	12 ozs.	1 lb.
Linseed flour	2 lbs.	4 lbs.	6 lbs.	8 lbs.
Country soap	12 ozs.	1½ lbs.	2 lbs.	3 lbs.
Castor-oil	3 bottles	6 bottles	8 bottles	12 bottles
Oil of peppermint	1 oz.	2 ozs.	2 ozs.	2 ozs.
Adhesive plaster (spread)	1 yard	2 yards	2 yards	2 yards
Simple ointment	8 ozs.	12 ozs.	1 lb.	1½ lbs.
Ringworm ointment	8 ozs.	12 ozs.	1 lb.	1½ lbs.
Jeremie's opiate	1 small oz. phial	2 ozs. phial	2 ozs. phial	2 ozs. phial
Aromatic spirit of hartshorn	2 ozs.	3 ozs.	3 ozs.	3 ozs.
Cholera pills in phial	6 dozens	6 dozens	6 dozens	6 dozens
Cubeb powder	2 lbs.	2 lbs.	2 lbs.	2 lbs.
Copaiba	8 ozs.	1 lb.	1½ lbs.	1½ lbs.
Sulphate of copper	1 oz.	1 oz.	1 oz.	1 oz.
Sulphate of zinc	½ oz.	½ oz.	½ oz.	½ oz.
Lunar caustic	2 drs.	3 drs.	4 drs.	4 drs.
Hydrarg. cum creta	2 drs.	3 drs.	4 drs.	6 drs.
Plumbi acetas	4 drs.	6 drs.	1 oz.	1 oz. 2 drs.
Pulvis acaciæ	2 ozs.	3 ozs.	4 ozs.	6 ozs.
Pulvis cretæ: cum opio	4 drs.	6 drs.	1 oz.	1 oz. 2 drs.
Acid: sulphuric dil.	1 oz.	1 oz. 4 drs.	2 ozs.	2 oz. 4 drs.
Acid: tartaric	6 drs.	1 oz. 2 drs.	1 oz. 4 drs.	2 ozs.
Tinct: camph: comp.	3 ozs.	4 ozs.	6 ozs.	8 ozs.
Sodæ: sesquicarb	1 oz. 4 drs.	2 ozs.	3 ozs.	4 ozs.
Sir W. Burnett's disinfecting fluid	7 gallons	12 gallons	17 gallons	22 gallons
or				
Norton's carbolic	30 gallons	45 gallons	60 gallons	70 gallons
Instruments.				
Glass measure (1 oz.)	1	1	1	1.
" (drop)	1	1	1	1.
Pestle and mortar (Wedgewood)	1	1	1	1.
Scales and weights (grains)	1 set	1 set	1 set	1 set.
Splints (common)	1 set	1 set	1 set	1 set.
Lint (prepared)	2 ozs.	3 ozs.	4 ozs.	6 ozs.
Cloth for bandage	1 piece	2 pieces	2 pieces	2 pieces
Silver catheter (middle size)	1	1	1	1.
Spatula	1	1	1	1.
Scissors (dressing)	1	1	1	1.
Infusion pots	1	2	2	2.
Bed-pans (metal)	2	2	3	3.
Country paper	1 quire	1 quire	2 quires	2 quires
Penknife	1	1	1	1.
Sago	5 lbs.	10 lbs.	15 lbs.	20 lbs.
Arrowroot	10 lbs.	10 lbs.	15 lbs.	20 lbs.
Small tin box	1	1	1	1.
Enema	1	1	1	1.

When the voyage which the passenger ship is about to make is longer than from any port in India to any port in the Red Sea, an additional quantity of the medicines above specified, to the extent of 25 per cent., should be carried.

Schedule (C).

Number and Dimensions of Boats with which Sea-going Ships are to be provided.

Column 1.				Column 2. To be carried by sailing-ships and by steam-ships when they do not carry the boats in column 3.								Column 3. To be carried by Steam-Ships which do not carry the boats in column 2.								Total Number of Boats.		
				Launches.				Boats.				Life Boats.				Boats.						
England Tonnage.		Sailing-Ships.	Steam-Ships.	Number.	Length.	Breadth.	Depth.	Number.	Length.	Breadth.	Depth.	Number.	Length.	Breadth.	Depth.	Number.	Length.	Breadth.	Depth.	Sailing-Ships.	Steam-Ships.	As the case may be.
		Tons.	Tons.		Ft.	Ft. in.	Ft. in.		Ft.	Ft. in.	Ft. in.		Ft.	Ft. in.	Ft. in.		Ft.	Ft. in.	Ft. in.			
Tons.		1,000 and upwards	1,000 and upwards	1	27	8 6	3 6	1	22	5 6	2 6	1	28	8 6	3 6	1	22	5 6	2 6	1	1	4 to 7
800 and upwards		800 to 1,000	800 to 1,000	1	26	8 6	3 6	1	22	5 6	2 6	1	28	8 6	3 6	1	22	5 6	2 6	1	1	4 or 5
600 to 800		500 to 800	500 to 800	1	25	8 6	3 6	1	22	5 6	2 6	1	28	8 6	3 6	1	22	5 6	2 6	1	1	4 or 5
400 to 600		300 to 500	300 to 500	1	22	7 6	3 6	1	22	5 6	2 6	1	28	8 6	3 6	1	22	5 6	2 6	1	1	4 or 5
200 to 400		150 to 300	150 to 300	1	20	6 6	3 0	1	22	5 6	2 6	1	28	8 6	3 6	1	22	5 6	2 6	1	1	4 or 5
100 to 200		75 to 150	75 to 150	1	16	5 0	2 6	1	22	5 6	2 6	1	28	8 6	3 6	1	22	5 6	2 6	1	1	4 or 5
Under 100		Under 75	Under 75	1	15	5 0	2 6	1	22	5 6	2 6	1	28	8 6	3 6	1	22	5 6	2 6	1	1	4 or 5

Note.—In sailing-ships carrying the number of boats above specified, and steam-ships carrying the number specified in Column 3, one of the boats must be a launch of the capacity specified in Column 2.
In steam-ships, carrying the smaller of the two numbers above specified, one of the boats must be a launch of the capacity specified in Column 2.
In all steam-ships two paddle-box boats may be substituted for any two of the boats in Column 3.

Inclosure 4 in No. 1.

Mr. Batten to the Secretary to the Government of Madras.

Simla, August 8, 1877.

Sir,

WITH reference to the correspondence closing with your letter dated the 22nd March, 1877, regarding the preparations of rules under Sections 46 and 48 of the Native Passenger Ships Act VIII of 1876, I am directed to forward copy of the notification, dated the 4th August, 1877, bringing that enactment into force, and of the rules promulgated therewith.

2. Certain matters have been discussed in the correspondence on the subject which it was considered inexpedient to provide for in the rules, and respecting which I am to make the following observations:—

3. The mention of the declaration by the Local Government or Administration of the length of the voyage in view to ensuring an adequate supply of provisions on board in Rule II of the draft rules forwarded with the letter from this office dated the 8th November, 1876, has been withdrawn, as the Governor-General in Council is of opinion that the object in view can best be met by directions issued by the Local Government. Section 11 (*c*) of the Act requires the officer who is to grant Certificate B to see that there is a sufficient supply of provisions, &c., on board for the declared duration of the intended voyage, and it is left to that officer to form his own estimate of the duration of the voyage; but, in the exercise of the discretion thus given him, the officer is, by Section 16, to be subject to the control of the Local Government, and the latter may accordingly give him directions in regard to the duration which he should assume for any particular voyage.

4. With regard to a suggestion of the Government of Bombay that a rule should be made requiring an adequate supply of life-buoys to be provided, I am to say that such a rule could not, in the opinion of the Government of India, be made under Section 46 of the Act. The object can, however, be attained by the issue of instructions under Section 16 to the officer granting a certificate to insist upon every native passenger ship having on board at least four efficient life-buoys, with a sufficiency of lines attached.

5. Respecting the draft rules prepared by the Master Attendant, received with your letter dated the 22nd March last, prohibiting in certain cases the carriage of deck-loads of cargo, the Governor-General in Council is of opinion that these rules could not be made under Section 46 of the Act. I am, however, to state that, under Section 15, which leaves the officer granting a certificate a discretion (when he thinks the mode of stowage, quality or quantity of the cargo is likely to prejudice the health or safety of the passengers) to refuse the certificate, the object intended in the proposed rules might be secured by instructions to the officers granting certificates.

I have, &c.

(Signed) G. H. M. BATTEN,

Officiating Secretary to the Government of India.

Inclosure 5 in No. 1.

Mr. Batten to the Secretary to the Government of Bengal.

Simla, August 8, 1877.

Sir,

WITH reference to the correspondence closing with your letter dated the 11th May, 1877, regarding the preparations of rules under Sections 46 and 48 of the Native Passenger Ships Act VIII of 1876, I am directed to forward copy of the notification dated the 4th instant, bringing that enactment into force and of the rules promulgated therewith.

2. Certain matters have been discussed in the correspondence on the subject which it was considered inexpedient to provide for in the rules, and respecting which I am to make the following observations:—

3. The mention of the declaration by the Local Government or Administration of the length of the voyage in view to ensuring an adequate supply of provisions on board in Rule II of the draft rules forwarded with the letter from this office No. 585, dated the 8th November, 1876, has been withdrawn, as the Governor General in Council is of opinion that the object in view can best be met by directions issued by the Local Government. Section 11 (*c*) of the Act requires the officer who is to grant Certificate B

to see that there is a sufficient supply of provisions, &c., on board for the declared duration of the intended voyage, and it is left to that officer to form his own estimate of the duration of the voyage; but in the exercise of the discretion thus given him, the officer is by Section 16 to be subject to the control of the Local Government, and the latter may accordingly give him directions in regard to the duration which he should assume for any particular voyage.

4. With regard to a suggestion of the Government of Bombay that a rule should be made requiring an adequate supply of life-buoys to be provided, I am to say that such a rule could not, in the opinion of the Government of India, be made under Section 46 of the Act. The object can, however, be attained by the issue of instructions under Section 16 to the officer granting a certificate to insist upon every native passenger ship having on board at least four efficient life-buoys, with a sufficiency of lines attached.

5. Respecting the additional rule proposed in your letter quoted above, with a view to provide that vessels bound on certain short voyages should not be required to take a full supply of provisions and fuel, I am to state that the suggested clause delegates to the Local Government a power to make rules which the Act reserves to the Government of India. The provisions of Section 18 of the Act, however, may probably be found to meet the case sufficiently.

I have, &c.

(Signed) G. H. M. BATTEN,

Officiating Secretary to the Government of India.

Inclosure 6 in No. 1.

Article in Draft Rule.	Proposed Modification.	Reference to Page in Printed Correspondence.
1, 2	Captain not to be required to give three days' notice of intention to embark pilgrims (a provision which would prevent canal steamers carrying pilgrims from Suez to Jeddo).	11
3	Bond to be taken from captain for due issue of provisions and water to pilgrims during passage.	8
4	Scale of provisions, water, fuel, and medical stores, to be in accordance with notification of Government of India of 8th August, 1877. (See I. O. letter, September 1877.)	
6, 12, 21	Measurements to be by space, on the scale laid down in Native Passenger Ships Act.	33, 34, 43
7, 8	Nominal roll of passengers not to be required; but, instead thereof, a statement specifying number and sexes of passengers, with number of crew.	30
10, 19	Penalties not to be imposed on captain for acts committed without his knowledge.	10
19	Penalties for overcrowding to be imposed on owner as well as captain.	42
26	Sanitary officer's certificate to be posted up in a conspicuous part of the ship.	42
26	*Imposition of penalties, where possible, not to be deferred to port of final destination.	28, 42, 44
27	Sanitary inspection at Aden to be limited to vessels proceeding to or from British Indian ports.	30
27	Conformity to be required with the law of the Straits' Settlements, as well as with the Indian law.	14

Inclosure 7 in No. 1.

Mr. Howell to the Secretary to the Government of Bombay.

Simla, May 18, 1877.

(Extract.)

I AM directed to acknowledge your letter No. 383 dated 7th February last, expressing a hope that the Native Passenger Ships Act (VIII of 1876) will shortly be declared to be in force in order that a check may be exercised over the pilgrim passenger traffic between Jeddah and Aden.

2. It appears from the correspondence forwarded with your letter, that pilgrim ships bound from Jeddah to India take in an excessive number of passengers at Jeddah,

* See appended extract from Indian Sanitary Proceedings.

disembark a number of them at Hodeida or other intermediate ports, and thus when they reach Aden have on board a number within that allowed by the present Indian Native Passenger Ships law.

3. Act VIII of 1876 will soon be declared to be in force, but the Government of India are advised that its provisions will not have the effect of checking the evil under notice. The only section of that Act which it could be contended would aid in remedying the evil is Section 36, and it seems clear that, looking to the way in which the intervention of the Local Government is provided for in the second clause of that section, it must be construed as limited to the case where a ship has an excessive number of passengers on board in British India. Moreover, even if that section were construed as extending to a ship having an excessive number of passengers on board in foreign territory or in an extra-territorial place like the Red Sea, it would be *ultra vires* as against any master of such ship except one who was a native Indian subject of the Queen, and so would go but a short way to prevent the mischief.

4. Any system of bonds, similar to those by which under Section 26 of the Act a ship can be compelled to touch at Aden, cannot be carried out at places beyond British India; and further, under Section 43, before the evidence of any agent at Hodeida as to overcrowding could be made available, the presence of a British Consular officer there would be necessary, and there is no such officer at Hodeida.

5. It will be seen, therefore, that the Government of India can do little or nothing to assist in the matter; but, doubtless, the local authorities will do the best they can to prevent overcrowding in native passenger ships, and it is probable that the complaints of discomfort and ill-treatment which have been made will induce some little prudence and caution among people who journey for their own purposes.

No. 2.

Mr. Lister to Sir L. Mallet.

Foreign Office, November 6, 1877.

Sir,

WITH reference to your letter of the 11th ultimo, I am directed by the Earl of Derby to state to you, for the information of the Marquis of Salisbury, that his Lordship has addressed a despatch to Her Majesty's Ambassador at Constantinople requesting his Excellency to urge upon the Turkish Government the necessity for the promulgation of Turkish regulations in accordance with those issued by the Government of India, and with ideas developed in your letter above referred to, and in previous correspondence on the subject of the regulation of the pilgrim traffic.

Mr. Layard has also been instructed to inform the Turkish Government that Her Majesty's Government would be glad if the amended draft of regulations were submitted to them for remarks before the regulations are definitively promulgated.

I am to add, that Lord Derby would be glad to be furnished with copies of the India Passenger Act of 1876, as now in force, for communication to Her Majesty's Consular authorities in Egypt and the Red Sea.

I am, &c.

(Signed) T. V. LISTER.

No. 3.

The Earl of Derby to Mr. Layard.

(No. 72. Consular.)

Foreign Office, November 6, 1877.

Sir,

WITH reference to my despatch No. 10, Consular, of the 10th February last, and to previous correspondence on the subject of the rules for the regulation of the pilgrim traffic, I have to transmit to your Excellency a copy of a letter and its inclosures which has been received from the India Office, from which your Excellency will perceive that the Indian Native Passenger Ships Act was brought into force by a notification dated the 4th August last, and that the Marquis of Salisbury hopes that there will accordingly be no occasion for any further delay in the promulgation of the Turkish regulations.

I have accordingly to request your Excellency to urge upon the Turkish Government the necessity for the promulgation of Turkish regulations in accordance with those issued by the Government of India, and with the ideas developed in the letter

from the India Office above referred to, and in the correspondence which has previously been forwarded to your Excellency on the subject.

I have also to request your Excellency to inform the Turkish Government that Her Majesty's Government would be glad if the amended draft of regulations were submitted to them for remarks before the regulations are definitively promulgated.

I am, &c.

(Signed) DERBY.

No. 4.

Sir L. Mallet to Lord Tenterden.—(Received November 22.)

India Office, November 21, 1877.

My Lord,

I AM directed by the Secretary of State for India in Council to acknowledge the receipt of your letter of the 6th instant, on the subject of the proposed Turkish rules for the regulation of the pilgrim traffic in the East; and, with reference thereto, I am to state that two further points have recently been brought to Lord Salisbury's notice by the correspondence transmitted with your letter of the 17th September last (relating to the Jedda Consulate), which points, his Lordship thinks it desirable, should be embodied in the Turkish rules, so as to bring them into entire conformity with the regulations applicable to British vessels and Indian native passenger ships.

One of the points suggested is a prohibition to carry passengers on board vessels laden with coal, and the other is a direction, in the words of the Merchant Shipping Act of 1854, that "every foreign-going ship having 100 persons or upwards on board shall carry on board, as part of her complement, some person duly authorised by law to practice as physician, surgeon, or apothecary."

I am to express a hope that the Earl of Derby will take an early opportunity of communicating to Her Majesty's Ambassador at Constantinople these two proposals in continuation of those enumerated in the tabular statement which accompanied my letter of the 11th ultimo.

In compliance with the request at the close of your letter, four copies of the Indian Native Passenger Ships Act (No. VIII of 1876) are herewith forwarded.

I have, &c.

(Signed) LOUIS MALLET.

Inclosure in No. 4.

*The Native Passenger Ships Act, 1876.**

No. 5.

The Earl of Derby to Mr. Layard.

(No. 75. Consular.)

Foreign Office, November 30, 1877.

Sir,

WITH reference to my despatch No. 72 Consular, of the 6th instant, I transmit to your Excellency a copy of a further letter from the India Office, stating that there are two further points which the Marquis of Salisbury thinks it desirable should be embodied in the Turkish rules for the regulation of the pilgrim traffic in the East, so as to bring them into entire conformity with the regulations applicable to British vessels and Indian native passenger ships.

I have to request your Excellency to communicate the wishes of Lord Salisbury on this subject to the Board of Health at Constantinople, who are engaged in framing the rules in question.

I have also to transmit a copy of the Native Passenger Ships Act, 1876, which was inclosed in the letter from the India Office above referred to.

I am, &c.

(Signed) DERBY.

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* See correspondence to which these papers are a continuation, page 31.

No. 6.

Mr. Layard to the Earl of Derby.—(*Received December* 14, 1877.)

(No. 82. Consular.)

Constantinople, December 7, 1877.

My Lord,

I HAVE the honour to inclose copy of a report from Dr. Dickson, on the subject of the application of the Indian Native Passenger Ships Act of 1876 to the pilgrim traffic; and I would request that the copies of that Act for which Dr. Dickson asks may be supplied to him.

I have, &c.

(Signed) A. H. LAYARD.

Inclosure in No. 6.

Dr. Dickson to Mr. Layard.

Constantinople, December 5, 1877.

Sir,

I HAVE the honour to inform your Excellency that I yesterday communicated to the Board of Health, Mr. Consul Beyts' wishes expressed in his despatch addressed to your Excellency on the 5th ultimo. I stated that the "Native Passenger Ships Act of 1876" of the Indian Government, had been promulgated; and that the old Ottoman rules still in force regulating the pilgrim traffic, were no longer in harmony with this Act, and would render pilgrim ships returning from the Red Sea to India liable to heavy penalties.

In order, therefore, to prevent such fines from being incurred, your Excellency requested the Board to instruct its agents in the Red Sea ports to render every facility and assistance to Her Majesty's Consular Representatives, in carrying out their instructions in accordance with the new Indian Act. This, the Board has promised to do at once.

I have now to beg that your Excellency would be so good as to supply me with half-a-dozen printed copies of the new "Indian Native Passenger Ships Act of 1876," so that I might furnish the Ottoman Sanitary Agents in the Red Sea with it, and keep a copy myself for reference.

I have, &c.

(Signed) E. D. DICKSON.

No. 7.

The Earl of Derby to Mr. Layard.

(No. 79. Consular.)

Foreign Office, December 21, 1877.

Sir,

WITH reference to your Excellency's despatch Consular, No. 82 of the 7th instant, inclosing a copy of a despatch from Dr. Dickson, on the subject of the application of the "Indian Native Passengers Ships Act of 1876" to the pilgrim traffic, I transmit herewith to your Excellency six copies of the above-mentioned Act for the use of Dr. Dickson.

I have to request your Excellency to inform me what prospect there is of the new Turkish rules, for the regulation of pilgrim traffic, being promulgated.

I am, &c.

(Signed) DERBY.

P.S.—The "Indian Native Passengers Ships' Act" being out of print, one copy is alone inclosed. The remaining five will be forwarded shortly to your Excellency.

D.

No. 8.

Mr. Layard to the Earl of Derby.—(*Received February* 4.)

(No. 6. Consular.)

Constantinople, January 19, 1878.

My Lord,

WITH reference to your Lordship's despatch, Consular, No. 79 of the 21st ultimo, respecting the promulgation of the revised Turkish Regulations for the Pilgrim Traffic, I have the honour to inclose herewith copy of a letter which has been addressed to me on this subject by Dr. Dickson. It is accompanied by a copy of the amended draft of the Regulations in question proposed to be issued, subject to the approval of Her Majesty's Government.

I have, &c.

(Signed) A. H. LAYARD.

Inclosure 1 in No. 8.

Dr. Dickson to Mr. Layard.

Constantinople, January 17, 1878.

Sir,

IN compliance with Lord Derby's wishes, I have the honour to transmit to your Excellency herewith the amended draft of the new Ottoman rules regulating the pilgrim traffic.

These have been drawn up in accordance with the Indian Native Passenger Ships' Act of 1876, and with the requirements of the Straits Settlements; and, had not hostilities broken out between Russia and Turkey, they would probably have been already sanctioned by the Porte, and put into force by the Health Department.

But these hostilities have paralyzed the action of the Turkish Government with regard to everything unconnected with the war; and the draft of these regulations has therefore lain unnoticed at the Council of State for several months past.

This circumstance enables me now to introduce into them the two additional clauses indicated in Lord Derby's despatch addressed to your Excellency on the 30th November last, as well as the scale of provisions, water, and fuel issued to passengers in the Notification of the Indian Government, dated the 8th August, 1877.

In the framing of the new Turkish pilgrim traffic rules, I have carefully attended to the recommendations expressed by Lord Derby to Sir Henry Elliot in his despatch of the 7th October, 1876, and I trust that his Lordship will be satisfied with the manner in which I have fulfilled this task. There are a few points, however, to which I beg that your Excellency would draw his Lordship's attention, viz.:—

1. With regard to the place where breaches of the regulations are to be punished Lord Derby very justly observes, in his despatch addressed to Mr. Jocelyn on the 10th February, 1877, that "punishment could not be inflicted at the first station touched at by the offending vessel, as there might be no one having jurisdiction over her at that port; though this would not apply to Aden for vessels calling there on their way to British India." Another consideration, not less important, guided the Committee which framed the Turkish rules in fixing on the last port at which the vessel in default would arrive in a given voyage as the place where punishment should be inflicted, viz., that it would be impracticable to detain a vessel at intermediate stations, so as to enable the Health Officers to examine the space allotted to the passengers and count their number on board; and this more especially at the less important ports where the Health Officers have no means at their command to carry out this control. All that has been required by the Turkish regulations, therefore, at these intermediate stations, is that the Bill of Health should indicate the number of passengers embarked or landed at them, and these annotations would show at the termination of the voyage whether the ship had been at any time in an overcrowded state. This rule, moreover, would not preclude any action justified by our laws in regard to vessels touching at a British port or coming under the jurisdiction of a British Consul at a foreign port.

2. The discrepancy alluded to in Lord Derby's despatch of the 6th November, 1877, as existing between the scale of provisions and fresh-water supply allowed to passengers in pilgrim-ships by the new Indian Act and that allowed by the Turkish regulations has been remedied as far as possible, and a note added, enumerating the articles and their quantities prescribed by the Indian Act. It would have been absurd to have enforced in the Turkish regulations (which are intended for passengers of all

nationalities) articles of diet unsuited to the tastes and habits of Turks and other people merely because they constituted the food relished by Malays and East Indians. Another objection also taken into consideration in not limiting the food to the articles specified in the Indian Diet Table is the possibility of obtaining at all times such articles at the ports where pilgrim-ships might call.

4. The amount of some of the fines prescribed by the Indian Act has been, in some instances, modified in order to adapt it to the requirements of such cases in Turkey; and in no instance has imprisonment been awarded, because this could not well be carried out upon foreigners under existing circumstances.

5. Finally, the space check, and other rules established for short voyages, in the Indian Act have not been introduced into the Turkish regulations because they are inapplicable to the pilgrim traffic in the Red Sea and in Turkish waters generally. In fact, many of the complaints raised against the old Turkish regulations in cases of overcrowding arose from the distinction they made in allowing one passenger per ton for short voyages and two passengers to three tons for long ones. Passengers were thus often declared to have been embarked for a short run when they were actually carried to the end of a long one.

I have, &c.
(Signed) E. W. DICKSON.

Inclosure 2 in No. 8.

Règlement applicable aux Navires faisant le Transport des Pèlerins.

Chapitre I.—*Dispositions Générales.*

Article 1. Tout capitaine se proposant d'embarquer des pèlerins est tenu, au moins vingt-quatre heures* avant de se livrer à cette opération, d'en informer l'autorité compétente et de lui déclarer le jour du départ et de la destination de son navire.

Art. 2. A la suite de cette notification, l'autorité compétente† aura la faculté s'il y avait soupçon d'insuffisance de moyens, de faire inspecter le navire destiné à l'embarquement, ses aménagements, ses approvisionnements, et tout ce qui se rattache aux besoins et à la sécurité des passagers.

Art. 3. L'autorité compétente ne permettra le départ d'un navire à pèlerins qu'après avoir acquis l'assurance, sous la responsabilité du capitaine et de l'armateur, des conditions suivantes, à savoir:—

(1.) Que le navire est en état d'entreprendre le voyage sans danger, qu'il est bien équipé, bien aménagé, bien aéré, et qu'il ne contient rien dans sa cargaison qui soit ou qui puisse devenir nuisible à la santé ou à la sécurité des passagers.

Bien entendu que l'embarquement sur des navires à pèlerins d'animaux vivants, de peaux, et autres débris d'animaux, ainsi que des chiffons ou drilles, est en tout cas défendu, et il en est de même du charbon fossile.‡

(2.) L'autorité aura en outre à constater qu'il a été mis à bord du combustible, des vivres, et de l'eau potable en quantité suffisante, pour la durée du voyage déclaré et d'après l'échelle arrêtée dans l'Article suivant.

Art. 4. Tout navire chargé de pèlerins devra être en mesure de fournir un minimum de quatre litres et demi d'eau par jour à chaque passager pour tout le temps que durera le voyage, une quantité de riz, farine, gruau ou autres substances farineuses pour pouvoir en donner à chaque passager, et sans y comprendre l'approvisionnement destiné à l'équipage, environ demi-kilogramme par jour.§

En cas de relâche sur un point donné pour y faire de l'eau ou des vivres la quantité à en prendre sera toujours dans les proportions ci-dessus déterminées.

Le combustible sera calculé proportionnellement à la distance qui devra parcourir le navire.¶

* Pour les ports de Djedda, Yambo, et autres ports de retour, ce terme est fixé à trois jours au moins, vu l'encombrement des pèlerins qui s'embarquent.

† Dans les ports Ottomans, c'est l'Autorité Sanitaire qui provoque une expertise effectuée par des officiers du métier.

‡ Bien entendu qu'il ne s'agit pas dans cette défense, du charbon nécessaire à la navigation des navires à vapeur.

§ Cette obligation concerne exclusivement les navires à long cours.

¶ La ration, d'après le Règlement Anglais, est par jour et par personne de riz, 1 livre; poisson salé, 4 onces; sel, ½ once; oignons, curcuma, poivre, rouge, ou curry, 2 onces; combustible, bois, 2 livres; eau douce, un gallon. Cette eau doit être conservée dans des tonneaux en fer ou bien dans des barils propres.

¶ La quantité de combustible, par personne et par jour, est fixé à deux livres par le Règlement Anglais.

Art. 5. Les passagers ayant stipulé qu'ils se pourvoiront eux-mêmes des vivres à leur usage ne seront pas compris dans le nombre de ceux auxquels est appelé à fournir la cambuse de navire, sauf bien entendu la ration d'eau, qui est toujours à la charge du navire.

Art. 6. Tout navire à voiles qui embarquera des pèlerins devra disposer, dans les entreponts d'au moins 12 pieds de surface et 72 pieds cubes d'espace, pour chaque passager pris à bord.

Tout navire à vapeur ou mixte, partie à vapeur et partie à voiles, devra disposer dans les entreponts d'au moins 9 pieds de surface et 54 pieds cubes d'espace pour chaque passager.

Les navires, tant à voiles qu'à vapeur, devront, en outre, avoir sur le pont un espace libre de 4 pieds de surface pour chaque passager. S'il restait encore de l'espace vide sur le pont des bateaux à vapeur on pourrait y mettre des passagers de troisième classe, à condition qu'on pût fournir à chacun 9 pieds de surface, que les plats-bords du navire fussent solides et suffisamment élevés, et que ces passagers fussent protégés par une double tente ou tout autre abri qui pourrait les soustraire aux intempéries.

Art. 7. Tout capitaine de navire se disposant à transporter des pèlerins exigera de son agent une liste, si possible nominative, des passagers qu'il est autorisé à embarquer, et il aura soin, le cas échéant, d'y inscrire la date et la cause présumée de la mort de tout individu qui succomberait pendant la traversée.

Art. 8. Si en cours de voyage des passagers sont débarqués sur des points où le navire ferait escale, le capitaine est tenu de l'annoter sur la dite liste. Si, par contre, d'autres passagers sont embarqués, il en fera également l'annotation et soumettre la liste, en original, à l'autorité sanitaire du lieu d'arrivée.

Art. 9. Tout navire doit être muni, à part la liste précitée, d'une patente de santé en règle, portant en chiffres le nombre exact des passagers embarqués, et sur laquelle seront inscrits, par les agents sanitaires de la station, tous les incidents survenus en mer et dans les différents escales.

La patente délivrée par l'autorité sanitaire du lieu de départ ne sera pas changée dans le cours du voyage. Elle sera seulement visée par l'autorité sanitaire des ports de relâche qui aura soin d'y annoter, le cas échéant, le nombre des passagers débarqués ou embarqués de nouveau.

Art. 10. Tout capitaine qui commettrait lui-même, ou qui laisserait commettre sciemment une faute quelconque, de telle façon que la liste des passagers, ou la patente de santé ne répondit plus à l'état réel du navire ou de son personnel, sera passible d'une amende de 10 livres Turques minimum à 200 livres Turques maximum, suivant les cas.

La même pénalité est applicable à tout capitaine qui n'aura pas embarqué, au départ de son navire, l'approvisionnement nécessaire à l'alimentation des passagers, aux termes fixés par l'Article 4 du présent Règlement.

Chapitre II.—*Dispositions Spéciales au Port de Djedda et autres Ports de la Mer Rouge.*

Art. 11. L'Office de Santé de Djedda, de Yambo, ou autre prendra connaissance de la capacité officielle des navires destinés au transport des pèlerins dès qu'ils arrivent dans le port. Il notifiera par écrit aux agents des compagnies dont relèvent les navires, ainsi qu'aux capitaines qui en ont le commandement, le nombre des pèlerins et voyageurs qu'ils peuvent embarquer.

Art. 12. Ce nombre est fixé conformément à l'Article 6 des dispositions générales.

Les sambouks (caboteurs faisant le transport des pèlerins de port à port dans les eaux de la Mer Rouge) prendront autant de pèlerins que les agents sanitaires croiront devoir leur permettre, en prenant en considération leur capacité respective et la distance à parcourir.

Les sambouks sont aussi exempts des conditions d'approvisionnement des vivres et de l'eau potable exigés par les navires à long cours à destination de l'océan ou de la Méditerranée.

Art. 13. Nul pèlerin ou voyageur ne pourra s'embarquer sans être muni d'un billet de passage délivré par le bureau de l'agence dont dépend le navire, et les bureaux respectifs des compagnies ne pourront en délivrer que le nombre autorisé par l'Office de Santé et qui sera calculée sur la capacité officielle du bord.

Les billets de passage seront numérotés et imprimés sur papier de couleur différente pour les diverses compagnies auxquelles appartiennent respectivement les navires, ce qui permettra de distinguer facilement la destination du porteur à l'échelle d'embarquement et d'éviter la confusion sur rade.

Que si plus d'un navire de la même compagnie avait à la fois à embarquer des pèlerins, l'agence ne devra procéder à la délivrance des billets que successivement, en ce sens que, pour éviter la confusion, elle ne devra en donner pour le second navire que quand le premier aura pris à bord tout son monde.

Dans aucun cas d'ailleurs, il ne sera permis de livrer des billets de passage à bord à des passagers qui auraient omis de se le procurer au bureau de l'agence.

Art. 14. Les embarcations indigènes affectées au transport des passagers, de l'embarcadère à bord des navires en partance, seront surveillés par le capitaine du port, assisté de quelques agents de police, pour s'assurer que tous les pèlerins à embarquer sont munis du billet requis.

Art. 15. Tout patron d'embarcation qui aurait frauduleusement transporté à bord d'un navire des passagers non pourvus de billet d'embarquement, ou qui aurait pris des passagers sur un point du rivage autre que l'embarcadère désigné à cet effet par l'autorité du port, sera passible d'une amende d'un méjidié argent pour chaque passager en contravention.

Art. 16. L'autorité sanitaire aura soin d'installer à bord des navires en partance des agents spéciaux chargés de contrôler les billets des voyageurs arrivant, en les confrontant avec la liste nominative rédigée d'avance par les bureaux des agences respectives.

Ils prendront note des arrivants avant qu'ils ne montent à bord, et s'il y en avait sans billet, ou bien avec billet excédant le chiffre inscrit dans la liste règlementaire, ils en empêcheront l'embarquement.

Art. 17. Dès qu'un navire aura pris à bord le nombre règlementaire des passagers sur la réquisition de l'agent de la santé, le capitaine fera hisser au haut du grand mât un drapeau vert qui y restera jusqu'au moment du départ en signe du plein des passagers et de la défense d'en recevoir d'autres.

Art. 18. Les capitaines se conformeront aux injonctions des agents de la santé envoyés à bord pour y contrôler l'embarquement. Ils leur prêteront l'appui nécessaire pour empêcher toute fraude ou contravention de la part des passagers.

Art. 19. Tout capitaine qui se permettrait de recevoir à bord clandestinement des passagers en sus du nombre fixé par les règlements, et qui s'opposerait à l'accomplissement de la consigne de l'agent sanitaire, sera passible d'une amende de 10 livres Turques par passager excédant le nombre règlementaire.

La même pénalité de 10 livres Turques par passager pourra être infligée au capitaine dans le cas où, à sa connaissance, bien que sans son concours, la contravention aura été commise par les agents de la santé ou par ceux des compagnies intéressées.

Les armateurs de navires en contravention sont solidaires des fautes commises par leurs capitaines et responsables des pénalités que ces derniers auront encourues.

Art. 20. Les agents de la santé de tout grade qui, dans l'exercice de leurs fonctions, se rendront coupables de négligence ou de fautes compromettant le service qui leur est confié spécialement, seront punis d'après les dispositions du Code Pénal Sanitaire Ottoman.*

Il en sera de même des agents du port et de la police qui auraient enfreints les prescriptions du présent règlement en ce qui les concerne respectivement.

Art. 21. Quelle que soit la destination d'un navire à pèlerins, l'autorité sanitaire en inscrivant sur la patente de santé le nombre des passagers embarqués, mentionnera que le chiffre règlementaire est atteint, que d'autres passagers ne pourraient être reçus à bord dans les ports d'escales subséquents, qu'en proportion de ceux qui y débarqueraient, leur nombre ne devant jamais dépasser le chiffre établi dans les Articles 6 et 12 du présent Règlement.

Que si le nombre des passagers embarqués est inférieur à la capacité officielle du navire, l'autorité sanitaire en fera également mention sur la patente, autorisant ainsi le capitaine à en prendre d'autres dans les stations subséquentes de relâche; toujours, bien entendu, dans la limite du chiffre règlementaire.

Art. 22. Les agents de la santé du port de relâche tiendront compte des annotations et agiront en conséquence.

Ils auront soin de signaler à leur tour sur la patente les changements survenus dans leurs stations respectives par rapport au nombre, à la santé des passagers et, s'il y a lieu, à l'approvisionnement du navire en vivres et en eau potable. Ils en informeront, par voie du télégraphe, l'office sanitaire du port de relâche subséquent, aussi bien que l'Administration Supérieure de Constantinople. Celle-ci et les offices d'escales prévenus d'avance en tiendront compte pour leur gouverne.

* Le Code Pénal Sanitaire Ottoman est à l'étude.

Art. 23. Les chefs de service dans les différents ports, ayant la responsabilité de la stricte exécution du présent règlement, auront recours à l'autorité locale, au moyen de notes écrites, toutes les fois qu'ils auront à se plaindre des capitaines de port ou des agents de police pour manque d'assistance, ou même pour assistance peu empressée, dans l'accomplissement de leur mandat. Dans le cas où leurs réclamations ne seraient pas prises en considération, ils en feront l'objet d'un rapport à l'Administration Sanitaire Supérieure.

Art. 24. Les agents sanitaires subalternes,—préposés, commis, gardes,—qui, soit par négligence, mauvaise volonté ou intérêt personnel, manqueraient à leur consigne en ne remplissant pas exactement leurs devoirs de service à l'endroit du pèlerinage, et en général dans l'exercice de leurs fonctions, seront signalés par l'autorité locale à leurs supérieurs respectifs. L'autorité locale adressera rapport au Ministère du Département Sanitaire si ces derniers n'en tenaient pas compte. Elle en fera de même, au besoin, à l'égard des agents supérieurs.

Art. 25. Le concours des Consuls des Puissances étrangères étant nécessaire pour atteindre l'efficacité désirable des dispositions qui précèdent, les agents sanitaires réclameront leur appui toutes les fois qu'il en sera besoin.

Art. 26. Il en sera de même des autorités Egyptiennes dont la co-opération dans les ports d'Egypte est indispensable.

Les agents sanitaires de ce pays s'attacheront à vérifier les listes des passagers et à y annoter les opérations effectuées de débarquement et d'embarquement. Ils inscriront au dos de la patente toutes les irrégularités et tous les incidents survenus à bord ou dans les stations confiées à leur surveillance respective.

Cette précaution est plus spécialement nécessaire à Suez, en vue de pouvoir atteindre les navires en contravention qui de Djedda se rendraient à Suez et y reviendraient, ou bien qui prendraient de Suez la voie directe de l'océan par Bab-el-Mandeb, la pénalité des contraventions devant toujours être appliquée au port de destination finale d'après la patente.

Art. 27. Une opération de contrôle étant nécessaire à la sortie de la Mer Rouge vers l'océan, les navires à pèlerins à destination des ports Anglo-Indiens devront toucher à Aden pour y subir les constatations requises par rapport aux prescriptions du "Native Passenger Ships Act" du Gouvernement de l'Inde Anglaise, ainsi qu'aux ordonnances des Colonies Anglaises, prescriptions auxquelles ils sont tenus de se conformer strictement.*

Art. 28. Une quarantaine d'observation de cinq jours pleins est imposée à tout navire à pèlerins arrivant sans patente sanitaire des ports d'origine, ou sans visa des ports de relâche.

Toutefois, s'il reste démontré que l'état sanitaire du lieu de provenance, de l'équipage et des passagers exclut toute suspicion de maladie contagieuse, dans ce cas, en lieu et place de la quarantaine, le capitaine sera frappé d'une amende de 10 à 200 livres Turques, conformément à l'Article 10 du présent Règlement.

Article Additionel. Il est désirable que tout navire ayant embarqué plus de 100 passagers soit pourvu d'un médecin, ou officier de santé, et des médicaments nécessaires pour les soins à donner à des malades, le cas échéant.

No. 9.

Mr. Lister to Mr. Herbert.

Foreign Office, February 22, 1878.

Sir,

I AM directed by the Earl of Derby to transmit to you a copy of a despatch from His Majesty's Ambassador at Constantinople, inclosing a letter addressed to him by Dr. Dickson, and accompanied by a copy of the amended draft of the Turkish regulations for the pilgrim traffic, and I am to request you to move Sir Michael Hicks-Beach to cause Lord Derby to be favoured with his opinion of the amended draft, and also with any remarks which the Emigration Commissioners may have to offer on the subject.

I am, &c.

(Signed) T. V. LISTER.

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* Quant aux navires à destination des ports Ottomans le contrôle se fera à la station sanitaire qui sera créée à Bab-el-Mandeb.

No. 10.

Mr. Lister to Sir L. Mallet.

Foreign Office, February 22, 1878.

Sir,

WITH reference to your letter of the 21st November last, I am directed by the Earl of Derby to transmit to you a copy of a despatch from Her Majesty's Ambassador at Constantinople, inclosing a letter addressed to him by Dr. Dickson and accompanied by a copy of the amended draft of the Turkish regulations for the pilgrim traffic; and I am to request you to move the Marquis of Salisbury to cause Lord Derby to be informed whether in his Lordship's opinion the amended draft should be approved by Her Majesty's Government.

I am, &c.
(Signed) T. V. LISTER.

No. 11.

The Secretary to the Admiralty to Mr. Lister.—(Received March 9.)

Admiralty, March 8, 1878.

Sir,

I AM commanded by my Lords Commissioners of the Admiralty to send you herewith, for the information of the Earl of Derby, a letter dated the 9th ultimo, from Rear-Admiral Corbett, transmitting a memorandum regarding the pilgrim traffic in the Red Sea, drawn up by Commander Powlett, of Her Majesty's ship "Wild Swan."

These papers being sent in original, it is requested that they may be returned when done with, but copies will be furnished if required.

I am, &c.
(Signed) ROBERT HALL.

Inclosure 1 in No. 11.

Rear-Admiral Corbett to the Secretary to the Admiralty.

"Undaunted," at Bombay, February 9, 1878.

Sir,

I HAVE the honour to forward, for the information of the Lords Commissioners of the Admiralty, copy of some notes on the pilgrim traffic made by Commander Powlett, of Her Majesty's ship "Wild Swan," during the recent visit of that vessel to Jiddah, where she proceeded in pursuance of their Lordships' orders conveyed by telegraph and by your letter dated 6th December, 1877.

I have, &c.
(Signed) JOHN CORBETT.

Inclosure 2 in No. 11.

Memorandum regarding the Pilgrim Traffic.

THE chief evil attendant on the pilgrim traffic appears to be the overcrowding of vessels. This is chiefly caused by the cupidity of the shippers who endeavour to cram as many passengers as possible into their ships, which, from what I have seen, is occasionally attempted to be done to a dangerous extent.

2. This is brought about by several causes: first, that spoken of above; second, by the pilgrims themselves, who are unaware of what precautions are necessary for the safety of the ships, and probably also, because they find that they can book at reduced rates when a vessel has a large number of passengers, than would be the case where fewer were taken; third, the Turkish regulation of two passengers for each ton register (captain and crew included) makes no provision for what space is left free of cargo for the passengers; so that by these rules a ship deeply laden with cargo, and without any shelter below the upper deck for the passengers, can take as many people as a light ship; fourth, the regulation allowing one passenger for each registered ton in the Red Sea does not appear to be sufficiently confined to the Red Sea, as instances

have occurred of vessels so overcrowded carrying their passengers through the Canal to Mediterranean ports. Another serious evil is, that ships sometimes remain several days at Jiddah filling up their number of pilgrims, owing to booking and sending them on board in small numbers, as they come down from Mecca.

3. This has led to serious results from the pilgrims first embarked being anxious to get the ship to sea, and cases have occurred in which they fought with the crew of the ship to obtain their object. The "Columbian" in 1876, and the "St. Osyth" in 1877, are instances of this; in the latter case I believe that the presence of the "Wild Swan" prevented the pilgrims from rising against the captain and crew of the ship.

4. The Javanese pilgrimage seems to be the best managed, as the pilgrims are in the hands of their Sheiks, who book them at Mecca in batches for particular ships, and they come down to Jiddah, and at once go on board and get to sea. The ships carrying these pilgrims nearly all sailed within forty-eight hours after beginning to embark.

5. One vessel (the "Jiddah") embarked upwards of 900 between sunrise and sunset of one day.

6. The other descriptions of pilgrims seem to be independent, and to prefer to come to Jiddah and to bargain individually for their passages.

7. To meet these evils I think that vessels should only carry passengers in proportion to the space between decks clear of cargo; and from what I have seen when the Singapore standard is applied to ships, they are not overcrowded.

8. This season, all vessels bound to Singapore, not already holding licenses from that Government, were measured by an officer of the "Wild Swan," and carried pilgrims in accordance with the results obtained.

9. It does not appear that the Turkish regulations have ever been thoroughly carried out, particularly those that provide for a supervision of the boats taking off pilgrims to the ships by the port authorities at Jiddah.

10. On landing at Jiddih before the Hadj, each pilgrim has to pass through a wicket-gate, and pay a small sum on passing.

11. This plan might be adopted on embarking also, when, instead of paying, each passenger might show his ticket, then pass into the boat and go straight to the proper ship; and if none were allowed to go afloat to any particular vessel, until that vessel had booked her proper complement of passengers there would not be the irksome delay of so many days in any port for any ship after she had once commenced to take in her pilgrims.

12. This might be carried out as follows, viz., the ship's agent to give notice in writing to the Quarantine that his ship was ready to take in a given number of pilgrims, and on receiving the endorsement of the Quarantine officials, should, when his passengers were all booked, give notice to the captain of the port who would appoint the time for the embarkation to commence, as suggested above.

13. No embarkation should begin before sunrise or continue after sunset.

14. I submit also, that every pilgrim ship should carry a medical man; and that pilgrims should be disarmed before embarking.

15. Attached hereto is a list of ships that left Jiddah during the "Wild Swan's" stay there.

16. On going alongside ships, the shore-boats crowd, and the pilgrims scramble on board all round the ship, so that it is impossible to check their numbers, unless some one in authority with force at command is on board the ship to maintain order. This was with difficulty (in some cases) done by the "Wild Swan's" boats.

17. The outbreak of cholera that occurred during the embarkation this season, increased the difficulty of carrying it on in an orderly manner, but I am glad to report that, in consequence of the cordial co-operation of the English Consul, and the Quarantine and port authorities, with the assistance of the "Wild Swan's" boats and officers, it was effected without any serious disturbance.

(Signed) ARMAND T. POWLETT, *Commander.*

"Diamond," at Aden, January 22, 1878.

Forwarded for the information of his Excellency the Commander-in-chief.
(Signed) G. STANLEY BOSANQUET,
Captain and Senior Officer.

Inclosure 3 in No. 11.

NAMES, &c., of Vessels which embarked Pilgrims at Jeddah during stay of "Wild Swan."

Name of Ship.	Destination.	Nationality.	Register Tonnage.	No. of Pilgrims taken at Jeddah.	If Measured, Gear Covered Space.	Remarks.
					Deck (open).	
S. Steele ..	Suez	English ..	2,290	[illegible]	..	
Hadee	Singapore ..	Ditto ..	1,599	842	7,000	
City of Paris ..	Bombay ..	Ditto ..	1,455	615	..	
Nile	Suez	Ditto ..	940	11	..	
Indus	Singapore ..	Ditto ..	350	17,691	..	Holding a certificate from Singapore Government for 1,000 deck passengers.
Sultana	Bombay ..	Ditto ..	797	511	..	
Khedive	Persian Gulf ..	Ditto ..	805	149	..	
Tanais	Singapore ..	Ditto ..	1,599	775	6,787	
Coral Sea	Ditto	Ditto ..	1,918	2,784	4,767	
Kingston	Suez	Ditto ..	711	246	..	
Tartar	Penang and Singapore	Ditto ..	820	652	..	Holding a certificate from Singapore Government for 650 deck passengers.
Sea Mermaid ..	Bombay ..	Ditto ..	2,114	1,167	..	
Ard Choi	Suez	Ditto ..	999	663	..	
Ice Cloud	Singapore ..	Norwegian ..	1,271	699	6,250	Measured and inspected, as requested by Swedish Consul.
Bhoma	Suez	English ..	700	356	..	
Sphinx	Bombay ..	American ..	1,345	702	..	
Nubia	Port Said ..	Ditto ..	1,135	797	..	
Scotia	Suez	Egyptian ..	980	534	..	
Shetland	Ditto	American ..	705	462	..	
Sylvia	Constantinople ..					

(Signed) ARMAND P. POWLETT, *Commander.*

"Wild Swan," January 15, 1878.

No. 12.

Mr. Herbert to Mr. Lister.—(*Received March* 25.)

Downing Street, March 19, 1878.

Sir,

I AM directed by the Secretary of State for the Colonies to acknowledge the receipt of Mr. Lister's letter of the 22nd ultimo, transmitting the amended Pilgrim Traffic Regulations of the Turkish Government.

In reply, I am to forward to you, to be laid before the Earl of Derby, a copy of a Minute on the subject by Sir S. Walcott.

Sir Michael Hicks-Beach would point out that Article 27 is calculated to lead to confusion as it now stands, inasmuch as ships under the Indian Native Passenger Act are not subject to the Colonial Ordinances, and ships under the Colonial Ordinances are not bound to Anglo-Indian ports; he would suggest the introduction of the words "ou des Colonies Anglaises" after the words "Anglo-Indians" in the second line of the Article.

I am, &c.

(Signed) ROBERT G. W. HERBERT.

Inclosure in No. 12.

Memorandum by Sir Stephen Walcott, dated March 1, 1878.

SINCE the middle of 1875, these Pilgrim Traffic Regulations have received much discussion and consideration on the part of the Turkish Government, the Indian Government, the Colonial Authorities of Aden, the Straits Settlements, Consul Beyts, and the Secretaries of State for the Colonies, Foreign Office, and India.

My Minute of 16th October, 1875 (page 7 of the printed Correspondence*), gives a brief summary of the original Rules framed by the Turkish Board of Health for the regulation of the pilgrim traffic, and suggests that the space-check, and not the tonnage-check, should regulate the number of passengers to be carried, and that some security should be taken from the captain to ensure the due issue of wholesome diet during the voyage, and for the due performance of the duties imposed on him by the Rules. Suggestions have also been made by Consul Beyts and others, which were

* The Correspondence to which these papers are a sequel.

reviewed in Sir Clinton Murdoch's Minute of 18th December, 1876, page 43, of printed Correspondence.

The India Office, in their letter to the Foreign Office of 9th November, 1876, summarises the three principal points on which the Turkish Rules should be amended, in order to bring them into consistency with the Indian Native Passenger Ships' Act, No. 8, of 1876, and disposes of five out of the eight suggestions made by Mr. Beyts. The three points for amendment were, (1) the adoption of the space, instead of the tonnage check; (2) the non-requirement of a nominal roll of passengers; and (3) the inspection at Aden of such vessels only as are proceeding to or from British Indian ports.

Mr. Dixon, in sending home from Constantinople the amended Rules, states that they have been drawn up in accordance with the requirements of the Indian Act, No. 8, of 1876, and of the Straits Settlements' laws, with the addition of two additional clauses indicated in Lord Derby's despatch to Sir Henry Elliot of 7th October, 1876, which despatch, however, does not specify any particular points.

The new Rules adopt the space instead of the tonnage check; they require, in sailing-vessels, 72 instead of 94 cubic feet in the between-decks for each passenger; they prohibit coal as cargo; they slightly augment the diet scale; they reduce the minimum fine on captains for fraudulent passenger lists and bills of health from 50 livres to 10 livres Turque; and, lastly, they require a medical man and medicines to be carried when more than 100 passengers are embarked; but they do not dispense with a nominal list of passengers, as desired by the India Office, nor do they modify that provision of the 26th Article of the old Rules which directs that penalties for breaches of the Regulations are to be inflicted at the port of final destination, instead of at the port where a contravention of the law may be proved; nor do they provide for forwarding home any passengers in excess of the number the ship can legally carry.

The new Rules, I think, are certainly an improvement on the existing Rules; and, subject to the above observations, it appears to me that they may be accepted, if the India Office do not insist on such of the modifications mentioned in their letter to the Foreign Office of 9th November last as have not been adopted, and to which possibly there may be local difficulties or objections in giving effect to them.

(Signed) S. WALCOTT.

No. 13.

Sir L. Mallet to Lord Tenterden.—(*Received March* 24.)

India Office, March 21, 1878.

My Lord,

I AM directed by the Secretary of State for India in Council to acknowledge the receipt of your letter of the 22nd ultimo, forwarding an amended draft of the Turkish regulations for the pilgrim traffic, and I am to make the following observations in reference thereto:—

Article 3. The suggestion of the Emigration Commissioners that security should be taken from the captain that there are sufficient provisions and water on board, has not been adopted, an assurance being still the only guarantee provided for.

Article 4. I am to suggest that, in order to avoid a latitude being left to the captain which might not be desirable, the word "environ" should be omitted before "demi-kilogramme." The omission of any obligation as to the provision of salt [illegible] is made to question. And the statement in a foot-note that this clause applies only to long voyages, might apparently lead to an abuse similar to that which is stated in Dr. Dickson's letter of 17th January, to have induced the Turkish Government to omit from their regulations the distinction between long and short voyages in laying down the space to be allowed for passengers.

Article 7. The specification of the sexes of passengers, and the statement of the crew, required by Section 23 of the Native Passenger Ships Act, are not provided for in the Turkish rules.

Article 19. In cases of overcrowding, equal penalties are recoverable, by Section 36 of the Indian Act, from the owner and from the master; but the clause which has been added to the Turkish regulations on this point reads only as though the owner were ultimately responsible for the penalty incurred by the master.

Article 26. No mention is made of the posting of the ship's certificates in a conspicuous part of the ship, in accordance with Section 17 of the Indian Act.

In the same article is retained the provision that the imposition of penalties is always to be deferred to the port of final destination. The reason for the objection which was made in my letter of the 9th November, 1876, to this provision, was that it would be undesirable, if it could possibly be avoided, to perpetuate a state of overcrowding to the end of the voyage. It is true, as Dr. Dickson remarked, that this rule would not preclude any action justified by our laws in regard to vessels touching at ports where there is British jurisdiction; but, if the disembarkation of excess passengers at intermediate Turkish ports cannot be provided for, the circumstance pointed out by Dr. Dickson might at least be stated on the certificates.

(Additional Article). The conveyance of a doctor and of medical stores on vessels carrying more than 100 passengers is stated as desirable only, and not by way of requirement.

I am to request that you will submit the above observations to the Earl of Derby, with a view to the several suggestions made or implied in them being transmitted, so far as they are concurred in by his Lordship, for the future consideration of the Turkish authorities.

I am, &c.
(Signed) LOUIS MALLET.

No. 14.

Mr. Lister to Sir L. Mallet.

Foreign Office, April 1, 1878.

Sir,

WITH reference to your letter of the 21st ultimo, I am directed by the Earl of Derby to transmit to you a copy of a Memorandum* regarding pilgrim traffic in the Red Sea, drawn up by Commander Powlett, of Her Majesty's ship "Wild Swan," and communicated to his Lordship by the Admiralty.

It seems to Lord Derby that Commander Powlett's suggestions are practical and well adapted both to prevent overcrowding and to maintain order on board pilgrim vessels.

I am also to transmit copy of a letter from the Colonial Office,† and its inclosure, containing remarks and the amended draft of the proposed Turkish regulations.

Lord Derby proposes to send your letter under reply, Commander Powlett's Memorandum, and the inclosed Colonial Office Letter with Sir S. Walcott's Minute, to Mr. Layard, for communication to the Board which is engaged in framing those regulations; but before doing so his Lordship would be glad to know if the Secretary of State for India in Council has any further remarks to make on the papers now transmitted to you.

I am to request that you will call the attention of the Secretary of State to the testimony borne by Commander Powlett to the assistance rendered to him by Her Majesty's Consul at Jeddah.

I am, &c.
(Signed) T. V. LISTER.

No. 15.

Sir L. Mallet to Mr. Lister.—(*Received May* 2.)

India Office, May 2, 1878.

Sir,

IN reply to your letter of the 1st April, regarding the regulation of the pilgrim traffic in the Red Sea, I am directed by the Secretary of State for India in Council to make the following observations:—

The suggestion of Commander Powlett that vessels engaged in this trade should carry passengers only in proportion to the space between decks clear of cargo, is anticipated to a great extent by the 6th Article of the revised Turkish Regulations. It may possibly be necessary to insert some words to prevent the space thus allotted to each passenger being diminished by the ship being unduly crowded with cargo.

Those regulations also provide for the orderly embarkation of passengers under the direction of the Captain of the Port, assisted by the police. Mr. Hardy is not aware how far it would be feasible or desirable to retain the pilgrims at Jeddah,

* Inclosure 2 in No. 11.

† No. 12.

before allowing them to embark. It appears to him likely that such a plan would lead to as much irritation and disturbance as the present mode of at once putting them on board the ships that are waiting for them, but the point is one on which the opinion of the Consul would have much weight. The practice described as being carried out with regard to the Javanese pilgrims seems to be the proper one, as far as it is possible to introduce it.

The disarmament of the pilgrims before embarkation would also be a useful precaution, if the means exist of carrying it into effect without risk of an outbreak. No fee should be charged on embarkation.

With regard to Commander Powlett's suggestion, "that every pilgrim ship should carry a medical man," I am directed to refer you to the observation in my letter of the 21st March, that the proposed additional Article only stated it to be "desirable" that a doctor and medical stores should be conveyed on vessels carrying more than 100 passengers, and did not make it a "requirement" (as stated by error in the note of Sir Stephen Walcott, which forms one of the inclosures to your letter).

With regard to the proposal of Sir Michael Hicks Beach, that the words "ou des Colonies Anglaises" should be inserted in the second line of the 27th Article, I am directed to state that there can, in Mr. Hardy's opinion, be no objection to such a modification. He, however, considers it desirable that, as far as possible, the Ordinances of the Straits Settlements or any other Colonial Government, in regard to the regulation of the conveyance of pilgrims to the Red Sea, should be framed in harmony with the provisions of the Indian Native Passenger Ships Act.

In reference to the points in which the proposed regulations fail to come up to the requirements of that Act, I am desired to draw the attention of the Marquis of Salisbury to my letter, above-mentioned, of the 21st March, and to say that, while Mr. Hardy would wish Mr. Layard's attention to be directed to the observations therein contained, with the view of their being acted on if possible, he would not desire that the introduction of the new rules should be delayed if local objections to those suggestions should be found to exist.

I have, &c.
(Signed) LOUIS MALLET.

No. 16.

Mr. Vivian to the Marquis of Salisbury.—(*Received June* 1.)

(No. 62. Consular.) *Alexandria, May* 25, 1878.

My Lord,

I HAVE the honour to inclose copies of a Report prepared by the Commission appointed by the Egyptian Board of Health to examine into the Regulations proposed by the Constantinople Sanitary Board for the transport of pilgrims.

This Report proposes that the number of pilgrims to be transported on each ship should be regulated by space, and not by tonnage measurement; and that all penalties for breach of the Regulations should be enforced at the first port where the irregularity is discovered, and not at the port of destination.

The Report further suggests that there should be a proper provision of closets on [illegible] pilgrim ships, in the proportion of one to every fifty pilgrims, and that the non-production of bills of health should be punished by a heavy fine upon the captain, and not by the imposition of unnecessary quarantine upon the vessel and pilgrims.

I have, &c.
(Signed) C. VIVIAN.

Inclosure in No. 16.

Rapport adressé a l'Intendance Générale Sanitaire d'Alexandrie, au nom de la Commission chargée d'Examiner un Projet de Règlement pour le Transport des Pèlerins.

Membres de la Commission :—MM. Neroutsos Bey, de Castro,

Bimsenstein, *Rapporteur.*

[THE report appears at page 25 of the printed correspondence, to which the present collection of Papers is a sequel. The following note, however, seems to have been subsequently added to the Report, and is not given in the previous Papers.]

Nota.—Nous croyons devoir ajouter encore au présent rapport les considérations suivantes :—

1. Parmi les mesures, concernant la salubrité du bord, la Commission regrette de n'en avoir pas trouvé dans le projet, une seule qui fût relative au nombre des lieux d'aisance. Tous ceux qui, comme nous, avaient eu l'occasion de voyager en mer avec des pèlerins, ont pu s'apercevoir de l'inconvénient qui résulte de l'insuffisance du nombre de ces lieux, soit pour la santé des pèlerins, soit aussi pour la salubrité du bord. On connaît les soins que la religion de l'Islam impose aux fidèles pendant et après l'acte de la défécation, ou seulement pendant et après l'émission de l'urine. On ne nous taxera certainement pas d'exagération, si nous disons que le pieux hadji, qui ne voyage jamais sans son Ibrik, met quatre à cinq minutes pour se nettoyer après chacun de ces actes physiologiques. Aussi, les lieux d'aisance à bord d'un navire à pèlerins ne sont jamais désoccupés. On fait queue, on se bat quelquefois pour y entrer, et il arrive souvent que le pèlerin, pressé par le besoin, est obligé de monter sur la rampe du navire, avec son Ibrik à la main, et si, dans cette position, il perd l'équilibre il est un homme perdu.

Dans l'opinion de la Commission, il serait nécessaire de régler le nombre des lieux d'aisance à bord de ces navires, en proportion avec le nombre des passagers.

Un lieu d'aisance pour chaque cinquante pèlerins serait la règle.

2. L'Article 28 du Projet porte qu'une observation de cinq jours entiers sera imposée à tout navire à pèlerins arrivant sans patente de santé du port d'origine ou sans visa du port de relâche, bien qu'il n'existe aucun soupçon de maladie importable dans le lieu de provenance.

La Commission est d'opinion que la disposition contenu dans cet Article est de nature à profiter au capitaine, pour commettre impunément tout autre contravention outre celle du manque de patente. En outre, elle considère cette disposition comme un acte d'injustice commis envers les pèlerins, elle rejette toute mesure quarantenaire infligée au navire comme punition pour des infractions au règlement dont le capitaine est le seul coupable ; et soutient, d'accord en cela avec le "Passenger Ship Act," que, dans le cas spécial, le seul moyen juste et efficace de punir les contrevenants, doit consister en une amende d'une forte somme ; elle propose, en conséquence, la modification suivante à l'Article précité.

Une amende de 200 livres Turques sera imposé au capitaine du navire à pèlerins arrivant sans patente de santé délivrée par les autorités compétentes du lieu de départ, ou sans visa du port de relâche, bien qu'il n'existe aucun soupçon de maladie importable dans le lieu de provenance. Il est bien entendu que, outre cette amende, pour manque de patente ou de visa, le capitaine payera encore celle d'autres infractions qui pourraient être constatées à bord de son navire.

Bureau Alexandrie, le 8 Mai, 1876.

No. 17.

Sir J. Paunceforte to Sir L. Mallet.

Foreign Office, June 18, 1878.

Sir,

I AM directed by the Secretary of State to transmit to you,* for any observations which the Secretary of State for India may have to offer thereupon, a copy of a despatch from Her Majesty's Agent and Consul-General in Egypt, containing a Report of the Commission appointed by the Egyptian Board of Health to examine into the

* No. 16.

Regulations proposed by the Constantinople Sanitary Board for the transport of pilgrims.

I am, &c.
(Signed) JULIAN PAUNCEFOTE.

No. 18.

Sir A. H. Layard to the Marquis of Salisbury.—(*Received June* 29.)

(No. 39. Consular.)

My Lord,

Therapia, June 15, 1878.

MR. VIVIAN forwarded to me a copy of his despatch to your Lordship, No. 62, Consular, of the 25th ultimo, respecting the regulation of the pilgrim traffic. This despatch I referred to Dr. Dickson, and I now have the honour to inclose copy of his reply, in which he suggests that Her Majesty's Government should state whether they approve the Regulations inclosed in my despatch No. 6 of the 19th January last.

I have, &c.
(Signed) A. H. LAYARD.

Inclosure in No. 18.

Dr. Dickson to Sir A. H. Layard.

Pera, June 13, 1878.

Sir,

I HAVE read Mr. Vivian's despatch No. 62, addressed to the Marquis of Salisbury on the 25th ultimo, forwarding a printed copy of a Report drawn up by a Committee of the Egyptian Board of Health in 1876 on the old draft of the Turkish rules proposed to regulate the pilgrim traffic.

This Report has been seen and taken into consideration by the Turkish Board of Health, by the Indian Government, and by the Colonial Office, and a new set of Regulations for the pilgrim traffic, based on the space check, and amended in conformity with the "Indian Native Passenger Act of 1876," and with the remarks suggested by the Marquis of Salisbury and the Earl of Carnarvon, has been prepared and was forwarded to your Excellency on the 17th of January last for Lord Derby's approval, previous to it being adopted and promulgated by the Turkish Government. I would, therefore, beg your Excellency to draw the attention of Lord Salisbury to this fact, and request his Lordship for an early reply, in order, if possible, to bring these Regulations into force before the next pilgrim season arrives.

I have, &c.
(Signed) E. D. DICKSON.

No. 19.

Sir L. Mallet to Sir J. Paunceforte.—(*Received July* 5.)

My Lord,

India Office, July 4, 1878.

I AM directed by the Secretary of State for India in Council to acknowledge the receipt of your letter of the 18th ultimo, forwarding the Report of a Commission appointed by the Egytian Board of Health to examine the proposed Turkish regulations for controlling the pilgrim traffic.

This Report, excepting the Note at the end, was forwarded to this Office with your letter of the 7th October, 1870, and the points which it contains have been dealt with in subsequent correspondence.

In the Note, however, an important matter of principle is touched upon which has not been previously brought forward, namely, the unfairness of punishing pilgrims by the infliction of quarantine, in case of a neglect for which the Captain alone would be to blame. I am to request that you will inform the Marquis of Salisbury that Lord Cranbrook agrees in the view of the Egyptian Commission, and would suggest that the Turkish Government be moved to direct the alteration of Article 28 of the Rules in the manner proposed.

I have, &c.
(Signed) LOUIS MALLET.

No. 20.

Mr. Cross to Sir A. H. Layard.

(No. 40. Consular.)

Foreign Office, July 15, 1878.

Sir,

I TRANSMIT to your Excellency copies of papers, as marked in the margin,* in regard to the proposed new Turkish regulations for the pilgrim traffic in the Red Sea, and I have to request that you will take steps with a view of the suggestions being embodied, as far as possible, in the new regulations.

With regard to the Report drawn up in 1876 by a Committee of the Egyptian Board of Health, referred to in Dr. Dickson's despatch of which a copy is inclosed in your despatch No. 39, Consular, of the 15th ultimo, I have to direct your Excellency's attention to the Note at the end of the Report, which seems to have been added since the drawing up of the original Report a copy of which was inclosed in Sir Henry Elliot's despatch No. 46, Consular, of the 15th May, 1876.

In the Note in question an important matter of principle is touched upon, which does not seem to have been previously brought forward, namely, the unfairness of punishing pilgrims, by the infliction of quarantine, in case of a neglect for which the Captain alone would be to blame. I consider, therefore, that Article 28 of the Rules should be altered in the manner proposed.

In submitting this amendment, as well as the suggestions contained in the inclosed correspondence to the proper authorities, I have to request your Excellency to take due note of the last paragraph in the India Office letter of the 2nd May, from which you will observe that, although the several alterations should be adopted if possible, it is not thought desirable that the promulgation of the new Rules should be delayed if local objections exist to the adoption of the suggestions contained in this despatch and its inclosures.

Your Excellency will, therefore, be good enough to urge that the matter be considered with a view of the new regulations being put into force as soon as possible.

I am, &c.
(Signed) R. A. CROSS.

No. 21.

Sir A. H. Layard to the Marquis of Salisbury.—(*Received August* 30.)

(No. 59. Consular.)

Therapia, August 15, 1878.

My Lord,

WITH reference to your Lordship's despatch No. 40, Consular, of the 15th ultimo, respecting the regulations for pilgrim traffic in the Red Sea, I have the honour to inclose a despatch from Dr. Dickson, together with its inclosure.

The new "Règlement," containing the modifications suggested in your Lordship's despatch, has been submitted to the Porte, and I propose to recommend its immediate adoption.

I have, &c.
(Signed) A. H. LAYARD.

Inclosure 1 in No. 21.

Dr. Dickson to Sir A. H. Layard.

Constantinople, August 8, 1878.

Sir,

I HAVE taken note of the Marquis of Salisbury's despatch addressed to your Excellency on the 15th ultimo, and have brought before the Board of Health the various considerations indicated in that despatch, relating to the proposed Turkish Rules for regulating the pilgrim traffic.

I am happy to say that the Board has consented to alter the wording of Article 28 of those Rules, in accordance with the wishes expressed by his Lordship,

* Nos. 11, 12, 13, and 15.

and that a paragraph has been added to Article 3 so as to provide a sufficient number of water-vessels in pilgrim ships, to supply the wants of the passengers.

The words "ou des colonies Anglaises" have been introduced into Article 27, after the words "Anglo-Indiens," as suggested by Sir M. Hicks Beach. The word "environ" put before the words "demi-kilogramme" in Article 4 has been omitted. The words in the note appended at the foot of this Article, indicating that the rations allowed by the Indian Act are intended for long voyages, have also been omitted. And the carrying of a doctor and medical stores on vessels having more than 100 passengers on board has been made obligatory (as proposed by Sir L. Mallet), instead of desirable, as it stood at first. The specification of the sexes of the passengers has been added to Article 7, notwithstanding that this was superfluous where a nominal list of them is required. The number of the ship's crew is stated in the bill of health. (See Article 9.)

The mode of applying penalties upon vessels that contravene against these Rules has been more than once discussed at the Board of Health. After mature consideration the Board decided that they should be inflicted at the port, where the vessel would have to remain a sufficient time to allow the sanitary officers to verify the number of passengers on board. This could not in every case be done at intervening stations, but could always be carried out at the port of the vessel's final destination.

There are a few other points referred to in Sir L. Mallet's despatch of the 21st March, which at present are inapplicable to Turkish ports, and have not been noticed in the Turkish Regulations.

The main object held in view, while framing these Rules, has been to establish order in the shipment of pilgrims, to avoid overcrowding on board, and to provide for the safety, health, and comfort of the passengers, as far as their customs and religious prejudices will allow.

I herewith inclose a copy of the amended Rules adopted by the Board of Health, and which will now be submitted to the Porte for its sanction, in order that they may be promulgated and put into force.

I have, &c.
(Signed) E. W. DICKSON.

Inclosure 2 in No. 21.

Règlement applicable aux Navires faisant le Transport des Pèlerins.

Chapitre I.—*Dispositions Générales.*

ARTICLE 1. Tout capitaine se proposant à embarquer les pèlerins est tenu, au moins vingt-quatre heures* avant de se livrer à cette opération, d'en informer l'autorité compétente, et de lui déclarer le jour du départ et la destination de son navire.

Art. 2. A la suite de cette notification, l'autorité compétente† aura la faculté, s'il y avait soupçon d'insuffisance de moyens, de faire inspecter le navire destiné à l'embarquement, ses aménagements, ses rechanges, ses approvisionnements, et tout ce qui se rattache aux besoins et à la sécurité des passagers.

Art. 3. L'autorité compétente ne permettra le départ d'un navire à pèlerins qu'après avoir acquis l'assurance, sous la responsabilité du capitaine et de l'armateur, des conditions suivantes, à savoir :—

(*a.*) Que le navire est en état d'entreprendre le voyage sans danger, qu'il est bien équipé, bien aménagé, bien aéré, et qu'il ne contient rien dans sa cargaison qui soit ou qui puisse devenir nuisible à la santé ou à la sécurité des passagers.

Bien entendu que l'embarquement sur des navires à pèlerins d'animaux vivants, de peaux et autres débris d'animaux, ainsi que de chiffons ou drilles, est en tout cas défendu, et il en est de même du charbon fossile.‡

Tout navire à pèlerins devra être pourvu d'un lieu d'aisance pour chaque cinquante

* Pour les ports de Djeddah, Yambo, et autres ports de retour, ce terme est fixé à trois jours au moins, en l'encombrement des pèlerins qui s'embarquent.

† Dans les ports Ottomans, c'est l'autorité sanitaire qui provoque une expertise effectuée par des officiers du métier.

‡ Bien entendu qu'il ne s'agit pas dans cette défense, du charbon nécessaire à la navigation des navires à ...

passagers embarqués à bord. Les latrines destinées à l'usage de femmes leur étant exclusivement réservées.

(*b.*) L'autorité aura en outre à constater qu'il a été mis à bord du combustible, des vivres et de l'eau potable en quantité suffisante, pour la durée du voyage déclaré, et d'après l'échelle arrêtée dans l'Article suivant.

Art. 4. Tout navire chargé de pèlerins devra être en mesure de fournir un minimum de 4½ litres d'eau par jour à chaque passager pour tout le temps que durera le voyage, une quantité de riz, farine, grain, ou autres substances farineuses, pour pouvoir en donner à chaque passager, et sans y comprendre l'approvisionnement destiné à l'équipage, un demi-kileg. par jour.*

En cas de relâche sur un point donné pour y faire de l'eau ou des vivres la quantité à en prendre sera toujours dans les proportions ci-dessus déterminés.

Le combustible sera calculé proportionnellement à la distance que devra parcourir le navire.†

Art. 5. Les passagers ayant stipulé qu'ils se pourvoiront eux-mêmes des vivres à leur usage ne seront pas compris dans le nombre de ceux auxquels est appelé à fournir le cambuse du navire, sauf, bien entendu, la ration d'eau qui est toujours à la charge du navire.

Art. 6. Tout navire à voiles qui embarquera des pèlerins devra disposer, dans les entreponts d'au moins 12 pieds de surface et 72 pieds cube d'espace, pour chaque passager pris à bord.

Tout navire à vapeur ou mixte, partie à vapeur et parties à voiles, devra disposer dans les entreponts d'au moins 9 pieds de surface et 54 pieds cubes d'espace pour chaque passager.

Les navires tant à voiles qu'à vapeur devront en outre avoir sur le pont un espace libre de 3 pieds de surface pour chaque passager. S'il restait encore de l'espace vide sur le pont des bateaux à vapeur on pourrait y mettre des passagers de troisième classe à condition qu'on pût fournir à chacun 9 pieds de surface, que les plat-bords du navire fussent solides et suffisamment élevés, et que ces passagers fussent protégés par une double toile, ou tout autre abri qui pourrait les soustraire aux intempéries.

Art. 7. Tout capitaine de navire se disposant à transporter des pèlerins exigera de son agent une liste, si possible nominative, et indiquant le sexe des passagers qu'il est autorisé à embarquer, et il aura soin, le cas échéant, d'y inscrire la date et la cause présumée de la mort de tout individu qui succomberait pendant la traversée.

Art. 8. Si, en cours de voyage, des passagers sont débarqués sur des points où le navire ferait escale, le capitaine est tenu de l'annoter sur la dite liste. Si, par contre, d'autre passagers sont embarqués, il en fera également l'annotation, et soumettra la liste, en original, à l'autorité sanitaire du lieu d'arrivée.

Art. 9. Tout navire doit être muni, à part la liste précitée, d'une patente de santé en règle, portant en chiffres le nombre exact de l'équipage et des passagers embarqués, et sur laquelle seront inscrits, par les agents sanitaires de la station, tous les incidents survenus en mer et dans les différentes escales.

La patente délivrée par l'autorité sanitaire du lieu de départ ne sera pas changée dans le cours du voyage. Elle sera seulement visée par l'autorité sanitaire des ports de relâche, qui aura soin d'y annoter le nombre des passagers débarqués ou embarqués de nouveau.

Art. 10. Tout capitaine qui commettrait lui-même, ou qui laisserait commettre sciemment, une fraude quelconque, de telle façon que la liste des passagers, ou la patente de santé ne répondit plus à l'état réel du navire ou de son personnel, sera passible d'une amende de 10 livres Turques minimum à 200 maximum, suivant le cas.

La même pénalité est applicable à tout capitaine qui n'aura pas embarqué, au départ de son navire, l'approvisionnement nécessaire à l'alimentation des passagers, aux termes fixés par l'Article 4 du présent Règlement.

* La ration, d'après le règlement Anglais, est par jour et par personne de—

Riz	1 livre
Poisson salé	4 onces
Sel	½ once
Oignons, curcuma, poivre rouge ou curry	2 onces
Eau douce	1 gallon

Cette ran doit être conservé dans des tonneaux en fer ou bien dans des barils propres.

† La quantité de combustible, par personne et par jour, est fixé à deux livres par le règlement Anglais.

Chapitre II.—*Dispositions Spéciales au Port de Djeddah et autres Ports de la Mer Rouge.*

Art. 11. L'Office de Santé de Djeddah, de Yambo, ou autre, prendra connaissance de la capacité officielle des navires destinés au transport des pèlerins dès qu'ils arriveront dans le port. Il notifiera par écrit aux agents des Compagnies dont relèvent les navires, ainsi qu'aux capitaines qui en ont le commandement, le nombre de pèlerins et [illegible] qu'il pourra embarquer.

Art. 12. Ce nombre est fixé conformément à l'Article 6 des dispositions [illegible].

Les sambouks (embarcations faisant le transport des pèlerins de port à port dans les eaux de la Mer Rouge) prendront autant de pèlerins que les agents sanitaires croiront devoir le leur permettre, en prenant en considération leur capacité respective et la distance à parcourir.

Les sambouks sont aussi exempts des conditions d'approvisionnement des vivres et de l'eau potable exigés pour les navires à long cours à destination de l'océan ou de la Méditerranée.

Art. 13. Nul pèlerin ou voyageur ne pourra s'embarquer sans être muni d'un billet de passage délivré par le bureau de l'Agence dont dépend le navire, et les bureaux respectifs des Compagnies ne pourront en délivrer que le nombre autorisé par l'Office de Santé, et qui sera calculé sur la capacité officielle du bord.

Les billets de passage seront numérotés et imprimés sur papier de couleur différente pour les diverses Compagnies auxquelles appartiennent respectivement les navires, ce qui permettra de distinguer facilement la destination du porteur, à l'échelle d'embarquement, et d'éviter la confusion des [illegible].

Que si plus d'un navire de la même Compagnie avait à la fois à embarquer des pèlerins, l'agence ne devra posséder à la délivrance des billets que successivement, en sorte que, pour éviter la confusion, elle ne devra en donner pour le second navire que quand le premier aura pris à bord tout son monde.

Dans aucun cas d'ailleurs, il ne sera permis de délivrer des billets de passage à bord à des personnes qui auraient omis de se le procurer au bureau de l'Agence.

Art. 14. Les embarcations indigènes affectées au transport des passagers, de l'embarcadère à bord des navires en partance seront surveillées par le capitaine du port, assisté de quelques agents de police, pour s'assurer que tous les pèlerins à embarquer sont munis du billet requis.

Art. 15. Tout patron d'embarcation qui auraient frauduleusement transporté à bord d'un navire des passagers non-pourvus de billet d'embarquement, ou qui auraient pris des passagers sur un point du rivage autre que l'embarcadère désigné à cet effet par l'autorité du port, sera passible d'une amende d'un médjidié argent pour chaque passager en contravention.

Art. 16. L'autorité sanitaire aura soin d'installer à bord des navires en partance des agents spéciaux chargés de contrôler les billets des voyageurs arrivant, en les confrontant avec la liste nominative rédigée d'avance par les bureaux des agences respectives.

Ils prendront note des arrivants avant qu'ils ne montent à bord, et s'il y en avait sans billet, ou bien avec billet excédant le chiffre inscrit dans la liste réglementaire, ils en empêcheront l'embarquement.

Art. 17. Dès qu'un navire aura pris à bord le nombre réglementaire des passagers sur la réquisition de l'agent de la santé, le capitaine fera hisser au haut du grand mât un drapeau vert qui y restera jusqu'au moment du départ, en signe du plein des passagers et de la défense d'en recevoir d'autres.

Art. 18. Les capitaines se conformeront aux injonctions des Agents de Santé envoyés à bord pour y contrôler l'embarquement. Ils prêteront l'appui nécessaire pour empêcher toute fraude ou contravention de la part des passagers.

Art. 19. Tout capitaine qui se permettrait de recevoir à bord clandestinement des passagers en sus du nombre fixé par les règlements, et qui s'opposerait à l'accomplissement de la consigne de l'agent sanitaire, sera passible d'une amende de 10 livres Turques par passager excédant le nombre réglementaire.

La même pénalité de 10 livres Turques par passager pourra être infligée au capitaine, dans le cas où à sa connaissance, bien que sans son concours, la contravention aura été commise par les agents de la santé ou par ceux des Compagnies intéressées.

Les armateurs des navires en contravention sont solidaires des fautes commises par leurs capitaines et responsables des pénalités que ces derniers auront encourues.

Art. 20. Les agents de la santé de tout grade qui, dans l'exercice de leurs fonctions, se rendront coupables de négligence ou des fautes compromettant le service qui leur

est confié spécialement, seront punis d'après les dispositions du Code Pénal Sanitaire Ottoman.*

Il en sera de même des agents du port et de la police qui auraient enfreint les prescriptions du présent Règlement en ce qui les concerne respectivement.

Art. 21. Quelle que soit la destination d'un navire à pèlerins, l'autorité sanitaire, en inscrivant sur la patente de santé le nombre des passagers embarqués, mentionnera que le chiffre réglementaire est atteint, que d'autres passagers ne pourraient être reçus à bord dans les ports d'escales subséquents, qu'en proportion de ceux qui y débarqueraient, leur nombre ne devant jamais dépasser le chiffre établi dans les Articles 11 et 12 du présent Règlement.

Que si le nombre des passagers embarqués est inférieur à la capacité officielle du navire, l'autorité sanitaire en fera également mention sur la patente autorisant ainsi le capitaine à en prendre d'autres dans les stations subséquentes de relâche; toujours bien entendu, dans la limite du chiffre réglementaire.

Art. 22. Les agents de la santé du port de relâche tiendront compte de ces annotations et agiront en conséquence.

Ils auront soin de signaler, à leur tour, sur la patente, les changements survenus dans leurs stations respectives par rapport au nombre, à la santé des passagers et, s'il y a lieu, à l'approvisionnement du navire en vivres et en eau potable. Ils en informeront par voie du télégraphe l'office sanitaire du port subséquent de relâche aussi bien que l'Administration Supérieure de Constantinople. Celle-ci et les offices d'escales prévenus d'avance en tiendront compte pour leur gouverne.

Art. 23. Les chefs de service dans les différents ports, ayant la responsabilité de la stricte exécution du présent Règlement, auront recours à l'autorité locale, au moyen de notes écrites, toutes les fois qu'ils auront à se plaindre des capitaines de port ou des agents de police pour manque d'assistance ou même pour assistance peu empressée dans l'accomplissement de leur mandat. Dans le cas où leurs réclamations ne seraient pas prises en considération, ils en feront l'objet d'un rapport à l'Administration Sanitaire Supérieure.

Art. 24. Les agents sanitaires subalternes—préposés, commis, gardes—qui, soit par négligence, mauvaise volonté ou intérêt personnel, manqueraient à leur consigne ou ne rempliraient pas exactement leurs devoirs de service à l'endroit du pèlerinage, et en général dans l'exercice de leurs fonctions, seront signalés par l'autorité locale à leurs supérieurs respectifs. L'autorité locale adressera rapport au Ministère du Département Sanitaire si ces derniers n'en tenaient pas compte. Elle en fera de même, au besoin, à l'égard des agents supérieurs.

Art. 25. Le concours des Consuls des Puissances étrangères étant nécessaire pour atteindre l'efficacité désirable des dispositions qui précèdent, les agents sanitaires réclameront leur appui toutes les fois qu'il en sera besoin.

Art. 26. Il en sera de même des autorités Egyptiennes dont la coopération dans les ports d'Egypte est indispensable.

Les agents sanitaires de ce pays s'attacheront à vérifier les listes des passagers et à y annoter les opérations effectuées de débarquement et d'embarquement. Ils inscriront au dos de la patente toutes les irrégularités et tous les incidents survenus à bord ou dans les stations confiées à leur surveillance respective.

Cette précaution est plus spécialement nécessaire à Suez, en vue de pouvoir atteindre les navires en contravention qui de Djeddah se rendraient à Suez et y reviendraient, ou bien qui prendraient de Suez la voie directe de l'Océan par Bab-el-Mandeb, la pénalité des contraventions devant toujours être appliquée au port de destination finale d'après la patente.

Art. 27. Une opération de contrôle étant nécessaire à la sortie de la Mer Rouge vers l'Océan, les navires à pèlerins à destination des ports Anglo-Indiens ou des Colonies Anglaises devront toucher à Aden pour y subir les constatations requises par rapport aux prescriptions du "Native Passenger Ships' Act" du Gouvernement de l'Inde Anglaise, ainsi qu'aux ordonnances des Colonies Anglaises, prescriptions auxquelles ils sont tenus de se conformer strictement.†

Art. 28. Tout navire à pèlerins arrivant sans patente sanitaire du port d'origine ou sans visa des ports de relâche, sera soumis à une amende de 10 à 200 livres Turques, conformément à l'Article 10 du Règlement.

Article additionnel.—Tout navire qui aura embarqué plus de cent passagers devra être pourvu d'un médecin, ou Officier de Santé, et des médicaments nécessaires pour les soins à donner à des malades, le cas échéant.

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* Le Code Pénal Sanitaire Ottoman est à l'étude.

† Quant aux navires à destination des ports Ottomans, le contrôle se fera à la station sanitaire qui sera créée à Kaie-el-Aroudeh.

No. 22.

The Marquis of Salisbury to Sir A. H. Layard.

(Telegraphic.) *Foreign Office, September 2, 1878.*

URGE on Porte immediate adoption and circulation of Rules regarding pilgrim traffic, contained in your No. 59, Consular.

No. 23.

Sir L. Mallet to Lord Tenterden.—(Received October 9.)

My Lord, *India Office, October 7, 1878.*

I AM directed by the Secretary of State for India in Council to acknowledge the receipt of your letter of the 13th ultimo, inclosing a revised draft of the Turkish Rules for the regulation of the pilgrim traffic.

It is observed that the suggested alteration of Article 19, proposed in my letter of the 21st March last, has not been adopted. The object in view being to assimilate the Turkish Regulations to the Indian law, I am to request that this point may again be submitted for consideration.

In Article XXVI I am to suggest that, in order accurately to express the decision of the Board of Health, referred to in Mr. Dickson's letter of the 8th August, some such words as the following should be added: "or, when possible, at an intermediate port."

The "Article Additionnel" might, it is suggested, be designated as "Article XXIX." I am to add that, while Lord Cranbrook would be glad to have the above points brought to the notice of the Turkish Government, he does not desire to retard the promulgation of the Rules by having any further reference made to him on the subject. His Lordship has only, in conclusion, to express his hope that the efficient carrying out of the Rules will conduce to the well-being of the pilgrims in the Red Sea.

I have, &c.

(Signed) LOUIS MALLET.

No. 24.

Mr. Lascelles to the Marquis of Salisbury.—(Received October 21.)

(No. 119. Consular.)

My Lord, *Cairo, October 7, 1878.*

WITH reference to your Lordship's despatch, Consular, No. 57 of the 13th ultimo,* I have the honour to report that I have communicated to Mr. Calvert a copy of a despatch and its inclosure from Her Majesty's Ambassador at Constantinople, containing the Rules for the regulation of the pilgrim-carrying ships in the Red Sea.

I have also, in consequence of a despatch, dated the 9th ultimo, which I have received from Sir Austen Layard, communicated to Mr. Calvert a copy of a Report addressed to his Excellency by Dr. Dickson, in which he suggests that the Egyptian Board of Health should be requested to adopt the Rules above referred to.

Mr. Calvert has now informed me that he has transmitted to Neroutsos Bey, the Acting President to the Egyptian Board of Health, a copy of the Rules in question, and has recommended their adoption by the Egyptian Board of Health.

Neroutsos Bey, to whom I have spoken on the subject, has told me that as these Rules are in accordance with the suggestions contained in the Report drawn up in May 1876 by the Commission appointed by the Board to examine a Project of Regulations for the pilgrim traffic, he does not anticipate any objection to their adoption by the Egyptian Board of Health.

I have not failed to communicate the above information to Her Majesty's Ambassador at Constantinople.

Mr. Calvert has also requested to be supplied with two copies of the "Native Passenger Ships Act of 1876," one of which he proposes to present to the Egyptian Board of Health.

I have, &c.

(Signed) FRANK C. LASCELLES.

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* Transmitting copies of No. 21 and inclosure.

No. 25.

Mr. Gray to Sir J. Pauncefote.—(Received October 22.)

Board of Trade, Whitehall Gardens, October 21, 1878.

Sir,

I AM directed by the Board of Trade to acknowledge the receipt of your letter of the 13th ultimo,* transmitting, by direction of the Marquis of Salisbury, copies in print of a despatch and its inclosures from Her Majesty's Ambassador at Constantinople, respecting the new Règlement of the Red Sea pilgrim traffic; and I am to request you to be so good as to move his Lordship to cause the Board of Trade to be informed when the Rules in question are promulgated, as they think it desirable that the Rules should be made public and circulated among ship-owners in this country at as early a moment as possible.

I have, &c.
(Signed) THOMAS GRAY.

No. 26.

The Marquis of Salisbury to Sir A. H. Layard.

(No. 58. Consular.)

Foreign Office, October 29, 1878.

Sir,

WITH reference to your Excellency's despatch No. 59, Consular, of the 15th August, I transmit to you a copy of a letter from the India Office,† proposing amendments to Articles XIX and XXVI of the Revised Regulations for pilgrim traffic, which accompanied your Excellency's above-mentioned despatch.

I have to request your Excellency to communicate the inclosed letter to Mr. Dickson, and to instruct him to submit it to the Sanitary Board with a view to effect being given to Lord Cranbrook's wishes as far as it may be possible to do so.

I am, &c.
(Signed) SALISBURY.

No. 27.

Messrs. McCulloch and Co. and others to the Marquis of Salisbury.—(Received November 5.)

London, October 28, 1878.

My Lord,

WE have the honour to bring to your notice that we, the Undersigned McCulloch and Co., of London, Bombay, and Calcutta, agents for very many British steam-ship owners, and charterers for Eastern business; Thomas Skinner and Co., steam-ship owners; the Jinman Steam Shipping Company (Limited), steam-ship owners, have had a telegram, dated Suez, Saturday, October 26th instant, from charterers of vessels hereinafter named, to the following effect:—

"Coal-laden steamers forbidden carrying pilgrims. Ottoman rules issued. Inquire Foreign Office."

Apart from the questionable advantages the proposed regulations would confer upon the pilgrim trade generally, the suddenness of the resolution will have a most injurious effect upon British interests and shipping, both generally and in individual instances.

Arrangements for the coming season having been concluded some time since, the prohibition will most materially injure both owners and charterers. Had reasonable notice been given of the intention to adopt such a restriction, owners and others interested in the trade would have had time to bring the regulations to the notice of Her Majesty's Government.

As coals are only exported to the East from Great Britain, the prohibition referred to will most affect British ships; whereas those under foreign flags, such as the Italian, Austrian, Dutch, and other mail lines, which already run to India and to the Far East under subsidies from their respective Governments, will have increased facilities for their competition with British lines to British possessions.

The "Plean Castle," "Glamis Castle," and "Scindia" are first-class steam-ships, peculiarly adapted for the pilgrim trade, and fitted up for the present charters with special regard to existing regulations for conveyance of pilgrims.

* Transmitting copies of No. 21 and inclosure.

† No. 23.

We would respectfully point out to your Lordship, and protest, that under no circumstances should the enactment referred to be allowed to come into effect during the ensuing pilgrim season, which has, in reality, commenced; but that reasonable notice should be given, and the restrictions specified be widely promulgated through and by Her Majesty's Government, in order that the feeling of the steam-ship owners of Great Britain may be elicited and laid before your Lordship.

We have, &c.
(Signed) J. McCULLOCH AND Co.
THOMAS SKINNER AND Co. 5, *East India Avenue, Owners of Steam-ships "Flours Castle" and "Glamis Castle."*

For the Jinman Steam-ship Company (Limited),
G. JINMAN, *Owner of Steam-ship "Scindia."*

No. 28.

Messrs. Beyts and Co. to the Marquis of Salisbury.—(Received November 5.)

London, October 28, 1878.

My Lord,

I HAVE the honour respectfully to direct your Lordship's attention to the hardship and injustice of a regulation recently issued by the Ottoman Sanitary Administration at Constantinople with respect to the pilgrim traffic.

I have received a telegram from my firm at Suez to the following effect:—"Coal-laden steamers forbidden carrying pilgrims. Ottoman rules just issued. Inquire Foreign Office."

Apart from the questionable advantages this restriction is likely to confer upon the pilgrim traffic, I would most respectfully submit for your Lordship's consideration the injury which must inevitably accrue to British shipping and British interests if this restriction, so suddenly promulgated, be not rescinded.

The Consular Reports from the Red Sea show that nearly three-fourths of the entire commerce of the Red Sea is carried on under the British flag.

The pilgrim traffic forms a very important part of this commerce, and annually, larger and finer steamers are finding employment in the trade.

Ever since the opening of the Suez Canal, coal-laden vessels have taken a leading part in the transport of pilgrims.

That there have been grave abuses, entailing consequences most serious, none can deny, but since your Lordship's consideration has been given to the pilgrim traffic these abuses have diminished, and the administration of the Ottoman Regulations, which have for years been as a dead letter, has tended to raise the standard of the traffic.

With few exceptions, the steamers of the larger passenger and cargo lines, from England to India and the Far East, have not engaged in the pilgrim traffic.

It is objectionable for European passengers, and the deviation and detention to steamers carrying pilgrims causes a heavier risk, with increased policy of insurance, which shippers of goods will not willingly submit to. The danger of contagion and quarantine practically debars regular cargo and passenger liners from participating in the pilgrim traffic. The returns of last season's pilgrimage show that of fourteen steamers carrying pilgrims to the Straits ports six were actually coal laden, while it is certain that many of the others, being bound to Northern China, had large supplies of coal on board.

In the existing depression of trade, few of even the finest liners to the East can secure sufficient cargo from England, and carry enormous quantities of coals.

The Peninsular and Oriental Company's steamers carrying Her Majesty's mails, and hundreds of European passengers have recently been carrying coals in their cargo holds from their depôt in Brindisi to that in Bombay.

Vessels loading coals from the pits in England are, I believe, under the direct supervision of Government Surveyors, and ventilation and other important matters are carefully examined, whilst, I believe, the same supervision is not extended to vessels loading a part cargo of coals for their own use, or for stocking their depôts abroad, combined with a general cargo.

Her Majesty's cruisers, it is said, often carry coal for their own consumption in other places than their special bunkers. The Indian Native Passengers Act of 1876, the most stringent in force, does not, so far as I am aware, contain any prohibition against coal-laden vessels engaging in the passenger traffic.

The various Emigrant Acts are, I believe, prohibitory in this respect; but it has never been sought to apply their provisions *in extenso* to the pilgrim traffic.

Steamers plying between Singapore and the Red Sea and India and the Red Sea are to all intents coal-laden vessels, for they carry often sufficient coals in their holds and bunkers for the return voyage. Yet these vessels are specially licensed by the Indian and Straits Governments, and have many facilities which steamers trading out from England do not possess.

As England alone exports coals to the East, this prohibition, if carried into execution, will speedily drive British steamers out of the pilgrim traffic, whilst vessels of foreign nationality, such as Russian, Austrian, Dutch, and Italian, which have already subsidised lines of mail steamers to India and the East, communicating with Jeddah during the pilgrim season, will enjoy greater facilities and advantages in an already dangerous competition.

In conclusion, I would most respectfully submit, for your Lordship's consideration, an immediate instance of injustice and loss which will be caused if the amendment of the Ottoman Law, so suddenly promulgated, be allowed to become law.

The return pilgrimage from Jeddah commences early in December. A large number of pilgrims are visiting the shrines this season, in view of which I have made arrangements for one of the largest steam lines to China to hold weekly communication with Jeddah during the season. Owing to a scarcity of cargo, several of these steamers were to be coal laden, while all would probably carry large quantities of coals for their own use. These vessels are specially adapted for carrying troops or Admiralty reliefs, and are to be fitted with all the requirements for a pilgrim voyage.

I have also chartered for special voyages the steamers "Fleurs Castle," "Glamis Castle," and "Scindia," all first-class London owned steamers, the two first engaged in the China tea trade, and the latter originally built for the Indian passenger trade. They represent an aggregate net tonnage of 4,600 tons, and would have earned 46,501*l.* for their owners. These three steamers were chartered with special regard to the provisions of the Indian and Straits Acts, and are compelled by charter to provide a Board of Trade or Government certificate of seaworthiness and fitness for the special voyages.

Each will go out coal-laden for their respective destinations with the whole of their upper and between decks reserved for the accommodation of pilgrims, with space also in their cargo-holds for baggage.

I am also negotiating for two other similar steamers, which, however, I must abandon if the prohibition be not rescinded.

Others interested in the pilgrim trade will suffer in a like degree, and steamers under foreign flags, which are already exempt from the direct control exercised over British ships, and which will not be affected by this recent amendment, simply because they have no export coal trade of their own, will be eagerly sought after by British and other merchants engaged in the pilgrim traffic in the Red Sea.

I would venture, most humbly, to suggest to your Lordship that, in view of complications in the East, a measure tending to cripple British trade and influence, would not, I feel sure, find favour with those, namely, the pilgrims and traders, in whose interests the amendment has doubtless been considered and framed.

Upon the grounds that a fair and reasonable notice has not been given by the Ottoman Administration of their intention to make so important an amendment of long-established regulations, and, in the interests of British trade and shipping, and also in that of the public Companies and Corporations represented by my firm in the Red Sea, I would respectfully venture to solicit your Lordship's consideration to the hardships and injuries which will surely follow if the Ottoman Administration be permitted to carry into force so arbitrary a statute.

I have, &c.

(Signed) J. G. OSWALD, of and for Beyts and Co.,
Agents for Royal Indian Steam Navigation Company (Limited), Ocean Steam-ship Company, Lloyd's, Liverpool Underwriters, Marine Insurance Company, Bombay Underwriters, and for Singapore Steam-ship Company.

No. 29.

Messrs. McCulloch and Co. and others to the Marquis of Salisbury.—(Received November 13.)

My Lord, *London, 147, Leadenhall Street, November 12, 1878.*

WE had the honour, on the 28th ultimo, to bring before your Lordship's notice a most arbitrary restriction recently promulgated by the Ottoman Government, to the effect that coal-laden steamers were not to be allowed to carry pilgrims.

As we had entered into charters (as customary yearly) before these rules were made known, we need hardly point out to your Lordship the serious hardships likely to result both to owners and charterers should such restriction be not immediately rescinded, at all events for the ensuing season, in order that owners and charterers may have proper notice to make their future arrangements.

We would not thus trouble your Lordship were it not that the interests of a very large portion of the British steam carrying trade are sure to suffer materially from such an arbitrary rule.

We entreat, therefore, your Lordship's early attention to this matter, and have the honour to subscribe ourselves,

(Signed) J. McCULLOCH AND Co.,
THOMAS SKINNER AND Co., *Owners of Steam-ships "Fleurs Castle" and "Glamis Castle."*

For the Jinman Steam-Ship Company (Limited),
G. JINMAN.

No. 30.

Mr. Oswald to the Marquis of Salisbury.—(Received November 13.)

My Lord, 13, *Austin Friars, London, November 12, 1878.*

I HAVE the honour respectfully to solicit from your Lordship an acknowledgment of my letter of the 28th ultimo, respecting the prohibition recently issued by the Ottoman Administration for regulating the pilgrim traffic.

Arrangements, whereby many British steamers will participate in, and benefit by, the approaching return of pilgrims from the Red Sea ports, have already been made.

Several coal-laden vessels have already left England, and others will follow, to take up engagements for carrying pilgrims to the East.

As all these arrangements were entered into before the promulgation of, and without any knowledge of, the recent prohibitions, very serious losses must result to British interests if the restriction, so arbitrary in itself, be not rescinded.

The liabilities of owners and charterers must inevitably become the subject of serious litigation, in the event of engagements being broken in consequence of the restriction.

Apart from personal considerations, which are in themselves of great importance, I would respectfully urge upon your Lordship the injustice of the prohibition which would exclude so many British vessels from a trade which has hitherto been profitable, and which is in a fair way of becoming exclusively British.

I would humbly urge that Her Majesty's Ambassador be moved to use his influence towards suspending the prohibition during the approaching season, whereby inconveniences, litigations, and losses may be avoided.

I have, &c.

(Signed) J. G. OSWALD.

No. 31.

Mr. Lister to Messrs. McCulloch and Co.[*]

Gentlemen, *Foreign Office, November 15, 1878.*

IN reply to your letters of the 28th ultimo and 12th instant, I am directed by the Marquis of Salisbury to inform you that his Lordship has caused copies of your above-mentioned letters relating to the new Regulations for pilgrim traffic, to be forwarded to

[*] Similar letters were addressed to Messrs. Skinner and Co., Mr. Jinman, and Messrs. Beyts and Co.

the Secretary of State for India in Council, by whom the matter is at present being considered.

I am, &c.
(Signed) T. V. LISTER.

No. 32.

Mr. Lister to Sir L. Mallet.

Foreign Office, November 18, 1878.

Sir,

I AM directed by the Marquis of Salisbury to transmit to you copies of letters from Messrs. Beyts and Co., and from other firms, whose names are stated in the margin,* remonstrating against a clause in the new Turkish Pilgrim Traffic Regulations, which restricts pilgrims being carried in a vessel laden with coal. It is presumed that the clause alluded to is the third clause of the third Article of the draft Regulations sent to you on the 13th September.

That clause seems to have been inserted in the Regulations in consequence of the suggestion made in your letter of the 21st November, 1877, to the effect that the restriction now complained of was required in order to bring the Regulations into entire conformity with the Regulations applicable to British vessels and Indian native passenger ships.

Lord Salisbury is not aware of the objections which may exist to pilgrims or other passengers being carried in ships laden with coal so long as the proper space is left free for the number of passengers conveyed, and the coal is carried with a due regard to ventilation and rules applicable to its stowage.

I am, therefore, to request that you will move the Secretary of State for India in Council to cause Lord Salisbury to be informed what the Regulations are, which are referred to in your letter above quoted, as restricting the use of coal-laden ships for passenger traffic, and whether the contents of the inclosed letters lead Lord Cranbrook to take an altered view of the matter.

I am, &c.
(Signed) T. V. LISTER.

No. 33.

Mr. Lister to Sir L. Mallet.

Foreign Office, November 18, 1878.

Sir,

WITH reference to the letter from this Office of this day's date, relating to complaints which have been made by certain shipping firms against a clause in the new Turkish Pilgrim Traffic Regulations which restricts pilgrims from being carried in a vessel laden with coal, I am directed by the Marquis of Salisbury to transmit to you copies of further letters from the same firms, as marked in the margin,† relating to this subject, and I am to request that you will move the Secretary of State for India in Council to cause Lord Salisbury to be informed, at his earliest convenience, of his views on the subject.

I am, &c.
(Signed) T. V. LISTER.

No. 34.

Sir L. Mallet to Mr. Lister.—(Received October 22.)

India Office, November 22, 1878.

Sir,

I AM directed by the Secretary of State for India in Council to acknowledge the receipt of your two letters, dated the 18th instant, relative to a remonstrance by Messrs. Beyts and Co. and other firms against the rule which has been recently promulgated, forbidding the conveyance of pilgrims on board ships laden with cargoes of coal.

* Nos. 27 and 28. † Nos. 29 and 30.

In reply to your inquiry what British or Indian Regulations were referred to in my letter of the 21st November, 1877, into conformity with which it was desired that the Turkish Regulations should be brought, I am to observe, as already stated in my letter of the 21st November, that the reference was to the correspondence transmitted with your letter of the 17th September, 1877,* which brought to notice the expediency of assimilating the Pilgrim Traffic Regulations, in this respect, to the Imperial Passengers Act of 1855, and to a Circular of the Board of Trade issued in 1876.

With regard to Messrs. Beyts and Co.'s complaint as to the "suddenness" of the promulgation of the rule in question, the advantages of which to the pilgrim traffic they consider "questionable," I am to observe that it would appear from Mr. Beyts' letter to the Foreign Office of the 4th August, 1877, that he was then aware of the rule being in contemplation, as he designated it a "good and desirable" one in itself, although he deprecated its enforcement, because of the loss it might involve to British firms interested in the pilgrim traffic.

The reasons for not acceding to Messrs. Beyts and Co.'s remonstrance were fully set forth in my letter of the 12th December, 1877, the tenor of which was, it is presumed, communicated to that firm; and I am to request that you will inform the Secretary of State for Foreign Affairs that Lord Cranbrook feels it necessary to adhere to the sentiments expressed in that letter under Lord Salisbury's instructions.

I have, &c.
(Signed) LOUIS MALLET.

No. 35.

Mr. Lister to Mr. Farrer.

Foreign Office, November 27, 1878.

Sir,

I AM directed by the Marquis of Salisbury to transmit to you letters from several firms, as marked in the margin,† making representations in regard to a clause in the new Turkish Pilgrim Traffic Regulations restricting ships laden with coal from carrying pilgrims.

The Regulations, as promulgated, have not yet reached his Lordship, but he has no doubt that the clause which is objected to is the third paragraph of the third Article as it appears in the draft of the Regulations at page 27 of the accompanying printed papers.

The clause was inserted at the suggestion of the India Office; and it appears that that Department made the suggestion on account of information derived from the accompanying papers, sent to this Office by the Colonial Office,‡ and subsequently referred to the India Office. From these papers Lord Salisbury gathers that a restriction in the matter of passengers being carried in coal-laden ships has been made by the Board of Trade, by virtue of the British Passenger Act of 1855.

If this is correct, Lord Salisbury would be glad to be favoured with a copy of the Board of Trade Order containing the restriction, and with any remarks that the Lords of the Committee of Privy Council for Trade may wish to make on the advisability of applying the principle of the Order to pilgrim ships, and embodying it in the Turkish Regulations, either wholly or to a modified degree.

I am to add that Lord Salisbury would be glad to be favoured with a reply to this letter at your early convenience, and I am to request that the inclosed papers may be returned at the same time.

I am, &c.
(Signed) T. V. LISTER.

No. 36.

Mr. Gray to Mr. Lister.—(Received December 13.)

Board of Trade, Whitehall Gardens, December 11, 1878.

Sir,

I AM directed by the Board of Trade to acknowledge the receipt of your letter of the 27th ultimo, transmitting, by direction of the Marquis of Salisbury, letters from several firms respecting a clause in the new Turkish Pilgrim Traffic Regulations restricting

* See Appendix. † Nos. 27, 28, 29 and 30. ‡ See Appendix.

ships laden with coal from carrying pilgrims, and requesting to be furnished with copies of any Orders made by this Department by virtue of the British Passenger Act of 1855, and with any observations the Board may wish to make on the advisability of applying the principle of those Orders to pilgrim ships.

In reply, I am to state, for the information of his Lordship, that emigrant ships clearing under the Passenger Acts from ports in the United Kingdom have never been allowed, and are not allowed at the present time, to carry whole cargoes of coal, as such cargoes are, under the provisions of Section 29 of the Passenger Act of 1855, deemed likely to endanger the lives of the passengers and the safety of the ship. All the Regulations which have been issued by the late Emigration Commissioners, and more recently by this Department, have been framed on the assumption that a small portion of the cargo only shall consist of coal.

In transmitting, therefore, the accompanying copy of an Order issued by this Department on the 6th December, 1876, I am to point out that it has reference only to the limited quantity of coal which it is assumed can be carried by emigrant ships without endangering the lives of the passengers or the safety of the ship, and that it is not intended to sanction, and it is not understood by the Board's officers to sanction, the carriage of whole cargoes of coal on board ships clearing under the Passenger Acts.

As regards the advisability of prohibiting the carriage of coal in pilgrim ships, the Board desire me to state that, unless there are reasons to the contrary of which they have no information, they think that vessels engaged in carrying large numbers of pilgrims ought not to carry coal cargoes, or any other cargo of a dangerous character.

I have, &c.
(Signed) THOMAS GRAY.

Inclosure in No. 36.

Order issued on the 6th December, 1876.

THE Principal Officer is informed that for the future no passenger-ship should be allowed to clear for any voyage under the Passenger Acts having coal stowed together with other cargo in the same compartment, always excepting goods which are evidently of a non-combustible character. Where a compartment is divided by either a fixed or a moveable bulkhead it is to be regarded as two compartments.

(Signed) THOMAS GRAY.

December 6, 1876.

No. 37.

Mr. Lister to Messrs. Beyts and Co.[a]

Foreign Office, December 21, 1878.

Gentlemen,

THE Marquis of Salisbury has attentively considered your letters of the 28th October and the 12th November, complaining against the restriction which, by the new Turkish Pilgrim Traffic Regulations, has been laid upon the transport of pilgrims on board vessels laden with coal.

I am now directed by his Lordship to inform you that the restriction in question was inserted in the Regulations in order to bring them into agreement with British legislation affecting emigrant ships.

Such ships clearing under the Passenger Acts from ports in the United Kingdom are not allowed to carry whole cargoes of coal which, under the provisions of the 29th Section of the Passenger Act of 1855 are deemed likely to endanger the lives of the passengers and the safety of the ship.

It, therefore, appears that the clause of the Turkish Regulations of which you complain only lays pilgrim vessels under a restriction similar to one under which emigrant passenger ships are placed in this country, and under those circumstances Lord Salisbury regrets that he sees no good grounds for recommending a revision of the clause in question.

I am, &c.
(Signed) T. V. LISTER.

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[a] Similar letters were addressed to Messrs. McCulloch and Co., Messrs. Skinner and Co., and the Jinman Steam-ship Company.

No. 38.

Mr. Lister to Mr. Gray.

Sir, *Foreign Office, December* 21, 1878.

WITH reference to your letter of the 11th instant, I am directed by the Marquis of Salisbury to transmit to you a copy of a letter which has been addressed to Messrs. Beyts and Co., and other firms, in regard to their representations against the clause of the Turkish Pilgrim Traffic Regulations restricting coal-laden vessels from carrying pilgrims.[a]

I have, &c.
(Signed) T. V. LISTER.

No. 39.

Mr. Lister to Sir L. Mallet.

Sir, *Foreign Office, December* 21, 1878.

WITH reference to your letter of the 22nd ultimo, I am directed by the Marquis of Salisbury to transmit to you a copy of a letter which, after consultation with the Board of Trade, has been addressed to Messrs. Beyts and Co., and other firms in reply to their representations against the restrictions under which coal-laden vessels are placed in regard to the conveyance of pilgrims by the new Turkish Pilgrim Traffic Regulations.[a]

I am, &c.
(Signed) T. V. LISTER.

No. 40.

The Marquis of Salisbury to Sir A. H. Layard.

(No. 70. Consular.)

Sir, *Foreign Office, December* 21, 1878.

I TRANSMIT to your Excellency, for your information, copies of letters I have received from Messrs. Beyts and Co., and other firms, remonstrating against the restrictions under which coal-laden vessels are placed in regard to the conveyance of pilgrims by the new Turkish Regulations respecting pilgrim traffic.†

I also inclose a copy of the answer which, after consultation with the India Office and the Board of Trade, has been returned to those representations.[a]

I should be glad to receive copies of the Regulations as promulgated.

I have, &c.
(Signed) SALISBURY.

No. 41.

The Count de Bylandt to the Marquis of Salisbury.—(*Received March* 4.)

M. le Marquis, *Londres, le 3 Mars*, 1879.

VOTRE Excellence a bien voulu, par la note du 21 Septembre dernier,‡ transmettre à cette Légation une copie du Rapport du Capitaine Powlett, Commandant du navire-de-guerre Britannique "Wild Swan," avec un projet du nouveau règlement pour le transport des pèlerins de la Mecque.

Ce projet de règlement a été communiqué au Consul du Roi à Djeddah, avec prière d'y faire les observations que son expérience locale pourrait lui suggérer.

Le Gouvernement du Roi n'ayant reçu jusqu'à ce jour aucune information que le nouveau règlement soit déjà entré en vigueur, je me trouve chargé, M. le Marquis, de soumettre à votre Excellence la copie ci-jointe des observations présentées par M. Kruyt, Consul des Pays-Bas à Djeddah.

Ces observations venant de la part d'une personne fort compétente et qui par la nature de ses fonctions est très au courant de tout ce qui concerne le transport des

[a] No. 37. † Nos. 27, 29, 29, and 30.

‡ This note relates only incidentally to the subject of these papers.

pèlerins, le Gouvernement du Roi se flatte de l'espoir qu'elles pourront être prises en considération avant l'adoption définitive du nouveau règlement.

Veuillez, &c.

(Signé) C. DE BYLANDT.

Inclosure in No. 41.

Observations by M. Kruyt.

ARTICLE 1er.—Il sera très difficile de déclarer d'avance et d'une manière positive le jour du départ; un délai de trois jours, par exemple, paraît être recommandable.

Art. 3 (*a*), premier alinea.—Afin d'assurer l'impartialité de l'expertise dont il s'agit, celle-ci devrait être effectuée, en cas d'absence d'officiers des marines Européennes, par les Consulats dont relèvent les pèlerins qui vont s'embarquer, vu que les "officiers du metier" (voir la note sur l'Art. 2) seront probablement intéressés dans les transport des pèlerins.

Art. 3 (*a*), deuxième alinea.—A ajouter à la note "et à la préparation des mets."

Art. 3 (*a*), troisième alinea.—On pourrait ajouter: "Le navire devra également être pourvu d'un nombre suffisant de foyers et de marmites."

Art. 4, premier alinea.—A ajouter à ce tarif: "Ainsi que le combustible destiné aux cuisines."

Art. 5.—Il paraît désirable de lire la dernière partie de cet Article comme suit: "Sauf, bien entendu, la ration d'eau et le combustible destiné aux cuisines, qui seront toujours à la charge du navire."

Art. 6, deuxième alinea.—Neuf pieds de surface, soit trois pieds carrés, semble bien peu pour un homme; douze pieds paraît devoir être le minimum. Pour les navires à voiles, qui ne s'emploient que rarement au transport des pèlerins, l'espace devrait être plus grand.

Art. 7.—A ajouter: "Il (le Capitaine) aura également soin de la succession des pèlerins décédés, et délivrera les effets dont elle se compose à l'autorité compétent du lieu d'arrivée, à moins que les raisons hygiéniques n'en aient exigé la destruction."

Art. 11.—A ajouter: "Il est interdit de délivrer des billets de passage pour un navire avant que la notification en question ait eu lieu."

Art. 13, troisième alinea.—On pourrait peut-être ajouter à cet alinea ce qui suit: "bien entendu, lorsque les navires ont la même destination."

Art. 22.—Il est à observer que beaucoup de ports de la Mer Rouge n'ont pas entre eux de communication télégraphique.

Art. 26, troisième alinea.—A ajouter après "Djeddah," "et de Yambo."

Le Consul fait observer en outre que les embarcadères dont il est question dans le présent règlement n'existent qu'exceptionnellement dans les ports de la Mer Rouge, et que par conséquent ils devront encore être construits.

No. 42.

The Marquis of Salisbury to Mr. Malet.

(No. 13. Consular.)

Foreign Office, March 8, 1879.

Sir,

I SENT you this day the following telegram, *en clair*:—

"With reference to my despatch No. 70, Consular, of the 21st December, have new Pilgrim Traffic Regulations been issued; if so, when?"

I have now to request that you will send home copies of the Regulations if they have been already issued.

I am, &c.

(Signed) SALISBURY.

No. 43.

Mr. Malet to the Marquis of Salisbury.—(Received March 9.)

(Telegraphic.)

Pera, March 9, 1879.

THE new Pilgrim Traffic Regulations have not yet been accepted by the Porte; they are still under the consideration of the Council of State.

No. 44.

The Marquis of Salisbury to Mr. Malet.

(No. 14. Consular.)

Foreign Office, March 24, 1879.

Sir,

WITH reference to my despatch No. 70, Consular, of the 21st December, and to your telegram of the 9th instant, I transmit to you copies of a correspondence with the Netherlands Minister at this Court in regard to the Turkish Pilgrim Traffic Regulations.*

I am, &c.

(Signed) SALISBURY.

No. 45.

The Marquis of Salisbury to Count de Bylandt.

M. le Ministre,

Foreign Office, March 24, 1879.

I HAVE the honour to acknowledge the receipt of your note of the 3rd instant, inclosing a Memorandum suggesting some changes in the Regulations affecting the Pilgrim Traffic in the Red Sea.

In reply, I would beg leave to point out that these Regulations, which, it appears, are still under the consideration of the Porte, are not being framed by Her Majesty's Government, but by the Turkish Government, with the advice of the Board of Health at Constantinople.

The fact that the draft Regulations reflect to a great extent the views of Her Majesty's Government results from the proposals made by Her Majesty's Ambassador and the British Delegate to the Board of Health while the draft was being framed, in view of the large amount of British interests concerned, as respects both pilgrims and ships.

I would, therefore, suggest to you, M. le Ministre, that the Government of the Netherlands should follow a similar course in regard to points which they may consider affect the interests of their subjects.

I have not failed to communicate the Memorandum inclosed in your note to the proper Department of Her Majesty's Government, with a view to considering whether the suggestions it contains render it advisable to make any further proposal to the Turkish Government in regard to the draft Regulations so far as the interests of British subjects are concerned.

I am, &c.

(Signed) SALISBURY.

No. 46.

Mr. Lister to Sir L. Mallet.

Sir,

Foreign Office, March 24, 1879.

WITH reference to your letter of the 7th October last, and to previous correspondence respecting the Turkish Pilgrim Traffic Regulations, I am directed by the Marquis of Salisbury to transmit to you a copy of a note from the Netherlands Minister at this Court, inclosing a Memorandum containing suggestions for further alterations in that draft.†

I am also to inclose a copy of the reply which has been sent to Count de Bylandt,‡ and I am to request that, in laying the correspondence before the Secretary of State for

* Nos. 41 and 43. † No. 41. ‡ No. 45.

India in Council, you will move him to favour Lord Salisbury with his views as to whether any further proposal need be made to the Porte on the subject of the draft Regulations.

I am, &c.
(Signed) T. V. LISTER.

No. 47.

Mr. Malet to the Marquis of Salisbury.—(*Received March 25.*)

(No. 21. Consular.)
My Lord, *Constantinople, March 11, 1879.*

WITH reference to my telegram of the 9th instant, I have the honour to inclose copy of a despatch which I have received from Dr. Dickson on the subject of the new Pilgrim Traffic Regulations. I have addressed a note to the Porte in the sense of Dr. Dickson's despatch, and have urged that the matter be decided as quickly as possible.

I have, &c.
(Signed) EDWARD B. MALET.

Inclosure in No. 47.

Dr. Dickson to Mr. Malet.

Sir, *Constantinople, March 9, 1879.*

IN reply to the Marquis of Salisbury's telegram addressed to you yesterday, I beg to inform you that the new Pilgrim Traffic Regulations drawn up by the Board of Health have not yet been accepted by the Porte; nor is it likely that this will be done unless Her Majesty's Government press the matter urgently upon the Sultan's Government.

Since the removal of Safvet Pasha from the Grand Vizierate these Regulations have again been referred to the Council of State, where, in all probability, they will remain until utterly forgotten. Carathéodory Pasha, however, sent a message to the Board of Health in the beginning of January, saying that he did not consider this a question for reference to the Council of State, and would, therefore, bring it before the Council of Ministers, and would inform the Board of the result of this proceeding; but, up to the present, no further communication has been made to the Board on the subject, nor do I believe that any is likely to be made.

These rules are essentially of a sanitary character, and were intended to be applied upon ships of all nations. (See my Report No. 58 addressed to Sir Henry Layard on the 13th December, 1878.) They were drawn up by the Board of Health, and amended, to bring them into harmony with the British, Indian, and Colonial Regulations, as well as with the requirements of Egypt and of foreign shipping in general. Therefore, neither the Council of State nor the Council of Ministers can be considered as competent to modify them in any manner whatever; and the Porte ought simply to accept or reject them *in toto*.

I have, &c.
(Signed) E. D. DICKSON.

No. 48.

Mr. Lister to Sir L. Mallet.

Sir, *Foreign Office, March 31, 1879.*

WITH reference to the letter from this Office of the 24th instant, I am directed by the Marquis of Salisbury to transmit to you copies of a despatch and of its inclosure from Her Majesty's Minister at Constantinople relating to the new Pilgrim Traffic Regulations which the Porte proposes to issue.*

In laying these papers before the Secretary of State for India in Council, I am to request that you will state to his Lordship that, subject to any further suggestions which he may have to make, Lord Salisbury proposes instructing Mr. Malet to press the

* No. 47.

Turkish Government to promulgate the new Regulations, so as to have them brought into force in good time before the pilgrimage season of next autumn commences, in order that the shipping interest may have due notice of their provisions.

I am, &c.
(Signed) T. V. LISTER.

No. 49.

Mr. Malet to the Marquis of Salisbury.—(*Received April 7.*)

(No. 25. Consular.)
My Lord, *Constantinople, March 24, 1879.*

WITH reference to your Lordship's despatch, No. 15, Consular, of the 5th instant, inquiring whether the new Pilgrim Traffic Regulations had been issued, I have the honour to state that nothing has been done since writing my last despatch on the subject, No. 21 of the 11th instant.

I am pressing the matter at the Porte.

I have, &c.
(Signed) EDWARD B. MALET.

No. 50.

Sir L. Mallet to Mr. Lister.—(*Received April 8.*)

Sir, *India Office, April 7, 1879.*

I AM directed by the Secretary of State for India in Council to acknowledge the receipt of your letter of the 24th ultimo, inclosing some suggestions by the Dutch Consul at Jedda respecting the Turkish Pilgrim Traffic Regulations, and I am to state in reply that Viscount Cranbrook does not think it necessary to take any further steps in the matter with reference to the interests of British Indian subjects. The first proposal has been already considered and negatived (see page 11 of printed correspondence inclosed in Foreign Office letter of the 22nd February, 1877); and the question of space has likewise been finally determined. The proper supply of fuel appears to be sufficiently provided for by Article 3 (*b*); the remaining points relate to matters of detail which could probably be arranged without the insertion of any special provision in the Rules.

I am also directed to acknowledge the receipt of your letter of the 31st ultimo, stating that Lord Salisbury proposes instructing Her Majesty's Minister at Constantinople to press the Turkish Government to promulgate the new Regulations without further delay.

I have, &c.
(Signed) LOUIS MALLET.

No. 51.

The Marquis of Salisbury to Mr. Malet.

(No. 23. Consular.)
Sir, *Foreign Office, April 14, 1879.*

WITH reference to your despatch No. 25, Consular, of the 24th ultimo, I have to request you to press the Porte to promulgate, without further delay, the new Regulations respecting the Turkish Pilgrim Traffic, in order that they may be well known before the next pilgrim season begins.

I am, &c.
(Signed) SALISBURY.

No. 52.

Mr. Malet to the Marquis of Salisbury.—(*Received April* 30.)

(Telegraphic.) *Pera, April* 30, 1879, 12·15 P.M.

THE Council of Ministers has accepted the new Pilgrim Traffic Regulations.

No. 53.

Mr. Lister to Mr. Malet.

(No. 29. Consular.)

Sir, *Foreign Office, May* 7, 1879.

WITH reference to your telegram of the 30th ultimo, stating that the new Pilgrim Traffic Regulations had been accepted by the Council of Ministers, I have to request you to send home several copies of the Regulations as soon as they have been printed.

I am, &c.

(Signed) T. V. LISTER.

No. 54.

Mr. Malet to the Marquis of Salisbury.—(*Received May* 9.)

(No. 42. Consular.)

My Lord, *Pera, April* 30, 1879.

WITH reference to your Lordship's despatch No. 23 of the 14th April, I have the honour to inclose copy of a despatch from Dr. Dickson, stating that the new Pilgrim Traffic Regulations have been accepted by the Council of Ministers, and that the fact will be in a day or two officially communicated by the Porte to the Board of Health.

I have, &c.

(Signed) EDWARD B. MALET.

Inclosure in No. 54.

Dr. Dickson to Mr. Malet.

Sir, *Constantinople, April* 30, 1879.

AS soon as I read the Marquis of Salisbury's despatch addressed to you on the 14th instant, I warned the Health Authorities of it, and that I intended, in consequence, to moot the question of the Pilgrim Traffic Regulations at the first sitting that would be held by the Board of Health. I accordingly did this yesterday, and am now glad to inform you that the Council of Ministers has accepted these Regulations, and in a day or two the fact will be officially communicated by the Porte to the Board of Health.

I have, &c.

(Signed) E. D. DICKSON.

No. 55.

The Marquis of Salisbury to Sir A. H. Layard.

(Telegraphic.) *Foreign Office, October* 21, 1879, 6 P.M.

HAVE Pilgrim Traffic Regulations referred to in my No. 20, Consular, of the 7th May, been promulgated? If so, please send home printed copies.

No. 56.

Sir A. H. Layard to the Marquis of Salisbury.—(*Received November* 4.)

(No. 102. Consular.)

My Lord, *Therapia, October* 27, 1879.

WITH reference to your Lordship's telegram of the 21st instant, I have the honour to inclose copy of a despatch from Dr. Dickson, from which it would appear that no further steps have been taken by the Porte with the view of promulgating the Pilgrim Traffic Regulations. I have again communicated with the Porte on the subject, and have expressed my great surprise that nothing has been done in the matter.

I have, &c.

(Signed) A. H. LAYARD.

Inclosure in No. 56.

Dr. Dickson to Sir A. H. Layard.

Sir, *Constantinople, October* 26, 1879.

IN reply to the Marquis of Salisbury's telegram addressed to your Excellency on the 21st instant, inquiring whether the Pilgrim Traffic Regulations have been promulgated, and, if so, to supply his Lordship with printed copies of them, I have the honour to state that, after the last amendments had been made by the Board of Health, in accordance with the wishes of Her Majesty's Government, these Regulations were forwarded by the President of that Board (Caratheodory Pasha) to the Porte on the 16th Zilhidge, 1295 (20th November, 1878), No. 17, in order to obtain its approval and the Sultan's sanction. On the 29th April last I again brought the subject before the Board of Health, and was told by its Vice-President that "the Council of Ministers had accepted these Regulations, and that in a day or two this fact would be officially communicated by the Porte to the Board."

The inquiries just made by me to ascertain what has become of these Regulations show that they are lying buried in the archives of the Council of Ministers, and that unless a strong remonstrance be addressed by your Excellency to the Porte on the subject, they are likely to remain so for ever.

It appears to me that a stronger proof could not be adduced of the administrative apathy and neglect of the Turkish Government officials. Here are rules carefully drawn up for the safety and comfort of the Mahommedan races, in the performance of one of their most cherished religious rites, laid aside by the very guardians of those rites and supreme spiritual authority over those races.

This incident, moreover, shows the subserviency of the acts of the Board of Health to the will of the Turkish Government, notwithstanding the assumed international title of that Board.

I have, &c.

(Signed) E. D. DICKSON.

No. 57.

The Marquis of Salisbury to Sir A. H. Layard.

(No. 112. Consular.)

Sir, *Foreign Office, November* 14, 1879.

I APPROVE the action taken by your Excellency in remonstrating with the Porte on the delay which has taken place respecting the promulgation of the Pilgrim Traffic Regulations, as reported in your despatch No. 102, Consular, of the 27th ultimo, and I have to request your Excellency to continue to urge the subject on the attention of the Porte until the Regulations are issued.

I have, &c.

(Signed) SALISBURY.

No. 58.

Mr. Stanhope to Lord Tenterden.—(Received November 18.)

My Lord, *India Office, November 17, 1879.*

WITH reference to your letter, dated the 7th May last, reporting that the Turkish Government had passed the new Pilgrim Traffic Regulations, I am directed by the Secretary of State for India in Council to request that you will be so good as to furnish him with a few copies of the Regulations as finally settled.

I have, &c.
(Signed) EDWARD STANHOPE.

No. 59.

Lord Tenterden to Mr. Stanhope.

Sir, *Foreign Office, November 26, 1879.*

IN reply to your letter of the 17th instant requesting copies of the new Turkish Regulations respecting pilgrim traffic, I am directed by the Marquis of Salisbury to transmit to you, to be laid before Viscount Cranbrook, the accompanying copies of a despatch and of its inclosures from Her Majesty's Ambassador at Constantinople,* and of the reply which was returned thereto, from which it will be seen that though the Regulations have been accepted they are not yet promulgated, and that the proper authorities are being pressed to issue them.

I am, &c.
(Signed) TENTERDEN.

No. 60.

Consul-General Ross to the Marquis of Salisbury.—(Received December 8.)

(No. 7.)
My Lord, *Bushire, October 30, 1879.*

I HAVE the honour to request that you will do me the favour, with the permission of the Secretary of State, to take steps to obtain for me legal advice and instructions on the following points connected with the proceedings of certain British steam-vessels calling at this and other Persian ports of the Persian Gulf:—

2. A very large number of Mahommedan pilgrims to Mecca, from Persia and other adjoining countries, now yearly proceed in steamers from these ports to Jeddah. Various British and other steamers are specially sent by owners and charterers to convey pilgrim passengers—some of them being classified as "passenger" vessels, others not so. These steamers usually embark a number of pilgrims at the Turkish port of Busrah, then call at Bushire, where their agents usually have collected a further number ready for embarkation. Steamers in this business frequently drop anchor some 6 miles from shore in the outer roads, and, embarking the batch of Persian pilgrims, proceed within forty-eight hours on their voyage without reporting to this Office or sending their ships' papers. If they are passenger ships they are not legally bound to present their papers. If not classified at home or in India as passenger ships, the masters seem to consider they are for the time of that class. Again, such vessels rarely take out bills of health from this Office, as a bill from the Turkish Quarantine Officer at Busrah, indorsed by the Turkish Consular Agent at Bushire, suffices for Jeddah. It therefore happens that in absence of practical means of insuring information regarding these vessels, they are able to evade any local inquiry.

3. From Bushire pilgrim steamers usually proceed to call at the Persian ports of Lingah and Bunder Abbass, when further lots of pilgrims are embarked. The result is, there is reason to believe, frequently undue over-crowding, without much regard to available space and carrying capacity. This leads to discontent and, occasionally, to riots on board, and the safety of vessels may easily be endangered, to say nothing of the danger to the lives of the passengers in case of bad weather.

4. It would obviously be desirable to exercise some control to prevent the occurrence of accidents which may be feared, but I am in doubt whether Consular Officers can

* Nos. 56 and 57.

legally interfere, and, if so, under what precise acts or authority. If a remedy exists, it would have to be applied in such a manner as to prevent the ships' agents contracting for more than the proper number of pilgrims, as either to prevent their embarkation or to remove them when once on board would be attended by risk of disturbances.

5. The provisions of the "Merchant Shipping Act of 1854" (section 303) apply to "every British steam-ship carrying passengers to, from, or between any place or places in the United Kingdom," and the "Indian Native Passenger Ships' Act of 1876" extends to the whole of British India, and applies to vessels carrying more than thirty passengers being natives of Asia or Africa, and to voyages from ports in British India to ports in the Red Sea or Persian Gulf, but excepts any sailing vessel or steamer not intended to carry passengers to or from any port in British India. The cases now referred to of alleged improper over-crowding are of British steam-ships sailing from one foreign (Turkish) port to another (also Turkish), and taking passengers at intermediate foreign ports (Persian), avoiding all British ports. The Turkish Government have certain regulations of their own, and the Persian none whatever.

I have, &c.
(Signed) E. C. ROSS, *Lieutenant-Colonel.*

No. 61.

Mr. Lister to Consul-General Ross.

(No. 4.)
Sir, *Foreign Office, December 17, 1879.*

I AM directed by the Marquis of Salisbury to acknowledge the receipt of your despatch No. 7 of the 30th October relative to the want of control over vessels carrying pilgrims on their way to and from Mecca and Medina, between ports in the Persian Gulf.

I am to forward to you copies of printed papers,* from which you will see that Her Majesty's Government have been for some time past engaged in drawing up, in concert with the Porte, Regulations for the better management of the pilgrim traffic in Turkish ports. The Regulations, which are based in a very great degree on those laid down in the Indian Passenger Act, have been agreed to, and Her Majesty's Ambassador at the Porte is urging their promulgation.

When they are issued, Lord Salisbury proposes to instruct Her Majesty's Representatives at all the Turkish ports which will be affected to watch attentively the manner in which they are carried out, and also to ask the Persian Government to issue similar Regulations for Persian ports.

I am, &c.
(Signed) T. V. LISTER.

No. 62.

Sir A. H. Layard to the Marquis of Salisbury.—(Received March 4.)

(No. 10. Slave Trade.)
My Lord, *Constantinople, February 21, 1880.*

I MENTIONED to your Lordship in my despatch, No. 178, Very Confidential, of the 9th instant, that the Sultan had informed me that when the sanitary Regulations for the pilgrim traffic in the Red Sea were submitted to him for his approval he had added certain Articles to them with a view of facilitating the execution of the Slave Trade Convention, which he was convinced would give much satisfaction to Her Majesty's Government. Those Articles were referred to the International Sanitary Commission to be put into shape, and I have the honour to inclose a copy of them, and a letter addressed to me by Dr. Dickson on the subject. Your Lordship will perceive that he suggested to the Board that the last Article should be rescinded, and that this suggestion was accepted by it *ad referendum*. I understand from Sawas Pasha that the Porte has decided upon retaining it.

Dr. Dickson remarks "that the Sultan's interdiction is limited to the black slaves, and that white slaves are allowed to be carried about as heretofore, and are excluded from His Majesty's injunctions." Dr. Dickson does not appear to be aware that the Convention recently concluded applies solely to African slaves. The question of white slaves is one which, in my opinion, as I have had occasion to state to

your Lordship, it is desirable for many reasons not to raise at the present moment. Her Majesty's Government may, I trust, accept the Additional Articles suggested by the Sultan as a proof of His Majesty's desire to fulfil his engagements, and to put an end to the African Slave Trade. Sawas Pasha promises that the Regulations as accepted by the Porte will be communicated to me officially in a few days.

I have, &c.

(Signed) A. H. LAYARD.

Inclosure 1 in No. 62.

Dr. Dickson to Sir A. H. Layard.

Constantinople, February 18, 1880.

Sir,

I HAVE the honour to inform your Excellency that Dr. Bartoletti announced to the Board of Health yesterday that the Sultan had accepted and sanctioned the Regulations drawn up by the Board for the pilgrim traffic. His Majesty, at the same time, expressed a desire that these Rules should be amended in harmony with the late Convention entered between his Government and the foreign Powers for the suppression of the Traffic in negro slaves; and Dr. Bartoletti accordingly drew up four Additional Articles which he proposed to append to those Regulations in conformity with His Majesty's desire.

Several members of the Board of Health regretted that the Sultan should have deemed it necessary to mix up police matters with a Code of sanitary laws; and Dr. Mahé, the French Delegate, objected to make captains of vessels responsible and punishable, when their passengers carried slaves in their ships unknown to them, passing them off, for instance, as their servants or attendants.

The objection raised by Dr. Mahé is, doubtless, a very just one; and great difficulty will sometimes be found in determining whether the attendant upon a Mahomedan pilgrim or passenger be his slave or not. I beg, moreover, to draw your Excellency's attention to the fact that the Sultan's interdiction is limited to the black slaves. White slaves are allowed to be carried about as heretofore, and are excluded from His Majesty's injunctions.

In order, therefore, to meet the Sultan's wishes without, at the same time enforcing a principle which at present could not be carried out, I suggested that the Board should accept Dr. Bartoletti's proposal, but rescind its last Article (33).

The Board accepted this suggestion, *ad referendum*.

I herewith inclose a copy of the Pilgrim Traffic Regulations drawn up by the Board of Health and sanctioned by the Sultan, and a copy of the Additional Articles proposed to be appended to them by Dr. Bartoletti.

I have, &c.

(Signed) E. D. DICKSON.

Inclosure 2 in No. 62.

Règlement applicable aux Navires faisant le Transport des Pèlerins.

Chapitre I.—*Dispositions Générales.*

ARTICLE Ier. Tout capitaine se proposant d'embarquer des pèlerins est tenu, au moins vingt-quatre heures avant de se livrer à cette opération,* d'en informer l'autorité compétente, et de lui déclarer le jour du départ et la destination de son navire.

Art. 2. A la suite de cette notification, l'autorité compétente aura la faculté,† s'il y avait soupçon d'insuffisance de moyens, de faire inspecter le navire destiné à l'embarquement, ses aménagements, ses reclouages, ses approvisionnements, et tout ce qui se rattache aux besoins et à la sécurité des passagers.

Art. 3. L'autorité compétente ne permettra le départ d'un navire à pèlerins qu'après avoir acquis l'assurance, sous la responsabilité du capitaine et de l'armateur, des conditions suivantes, à savoir:—

* Pour les ports de Djeddah, Yambo, et autres ports de retour, ce terme est fixé à trois jours au moins, vu l'encombrement des pèlerins qui s'embarquent.

† Dans les ports Ottomans, c'est l'autorité sanitaire qui provoque une expertise effectuée par les officiers de [illegible]

(*a.*) Que le navire est en état d'entreprendre le voyage sans danger, qu'il est bien équipé, bien aménagé, bien aéré, et qu'il ne contient rien dans sa cargaison qui soit ou qui puisse devenir nuisible à la santé ou à la sécurité des passagers.

Bien entendu que l'embarquement sur des navires à pèlerins d'animaux vivants, de peaux, et autres débris d'animaux, ainsi que les chiffons ou drilles, est en tout cas défendu; il en est de même du charbon fossile.*

Tout navire à pèlerins devra être pourvu d'un lieu d'aisance pour chaque cinquante passagers embarqués à bord; les latrines destinés à l'usage des femmes leur étant exclusivement réservées.

(*b.*) L'autorité aura en outre à constater qu'il a été mis à bord du combustible, des vivres et de l'eau potable en quantité suffisante pour la durée du voyage déclaré, et d'après l'échelle arrêtée dans l'Article suivant:

Art. 4. Tout navire chargé de pèlerins devra être en mesure de fournir un minimum de 4½ litres d'eau par jour à chaque passager pour tout le temps que durera le voyage, une quantité de riz, farine, gruau, ou autres substances farineuses pour pouvoir en donner à chaque passager, et sans y comprendre l'approvisionnement destiné à l'équipage, un demi-kilogramme par jour.†

En cas de relâche sur un point donné pour y faire de l'eau ou des vivres, la quantité à en prendre sera toujours dans les proportions ci-dessus déterminées.

Le combustible sera calculé proportionnellement à la distance que devra parcourir le navire.‡

Art. 5. Les passagers ayant stipulé qu'ils se pourvoiront eux-mêmes des vivres à leur usage ne seront pas compris dans le nombre de ceux auxquels est appelé à fournir la cambuse du navire, sauf, bien entendu, la ration d'eau, qui est toujours à la charge du navire.

Art. 6. Tout navire à voiles qui embarquera des pèlerins devra disposer, dans les entreponts d'au moins 12 pieds de surface et 72 pieds cubes d'espace, pour chaque passager pris à bord.

Tout navire à vapeur ou mixte, partie à vapeur et partie à voiles, devra disposer dans les entreponts d'au moins 9 pieds de surface et 54 pieds cubes d'espace pour chaque passager.

Les navires tant à voiles qu'à vapeur devront, en outre, avoir sur le pont un espace libre de 4 pieds de surface pour chaque passager. S'il restait encore de l'espace vide sur le pont des bateaux à vapeur, on pourrait y mettre des passagers de troisième classe, à condition qu'on pût fournir à chacun 9 pieds de surface que les plats-bords du navire fussent solides et suffisamment élevés, et que ces passagers fussent protégés par une double tente, ou tout autre abri qui pourrait les soustraire aux intempéries.

Art. 7. Tout capitaine de navire se disposant à transporter des pèlerins, exigera de son agent une liste, si possible nominative, et indiquant le sexe des passagers qu'il est autorisé à embarquer, et il aura soin, le cas échéant, d'y inscrire la date et la cause présumée de la mort de tout individu qui succomberait pendant la traversée.

Art. 8. Si, en cours de voyage, des passagers sont débarqués sur des points où le navire ferait escale, le capitaine est tenu de l'annoter sur la dite liste. Si, par contre, d'autres passagers sont embarqués, il en fera également l'annotation et soumettra la liste en original, à l'autorité sanitaire du lieu d'arrivée.

Art. 9. Tout navire doit être muni, à part la liste précitée, d'une patente de santé en règle, portant en chiffres le nombre exact de l'équipage et des passagers embarqués, et sur laquelle seront inscrits, par les agents sanitaires de la station, tous les incidents survenus en mer et dans les différents escales.

La patente délivrée par l'autorité sanitaire du lieu de départ ne sera pas changée dans le cours du voyage. Elle sera seulement visée par l'autorité sanitaire des ports de relâche qui aura soin d'y annoter, le cas échéant, le nombre des passagers débarqués ou embarqués de nouveau.

Art. 10. Tout capitaine qui commettrait lui-même, ou qui laisserait commettre sciemment une fraude quelconque, de telle façon que la liste des passagers ou la patente de santé ne répondit plus à l'état réel du navire ou de son personnel, sera passible d'une amende de £ T. 10 minimum à £ T. 200 maximum, suivant le cas.

La même pénalité est applicable à tout capitaine qui n'aura pas embarqué, au

* Bien entendu, qu'il ne s'agit dans cette défense du charbon nécessaire à la navigation des navires à vapeur.

† La ration, d'après le Règlement Anglais, est par jour et par personne: de riz, une livre; poisson salé, quatre onces; sel, demi-once; oignons surement, poivre rouge, ou curry, deux onces; eau douce, un gallon. Cette eau doit être conservée dans des tonneaux en fer, ou bien dans des barils propres.

‡ La quantité de combustible, par personne et par jour, est fixée à deux livres par le Règlement Anglais.

départ de son navire, l'approvisionnement nécessaire à l'alimentation des passagers, aux termes fixés par l'Article 4 du présent Règlement.

Chapitre II.—*Dispositions Spéciales au Port de Djeddah et autres Ports de la Mer Rouge.*

Art. 11. L'Office de Santé de Djeddah, de Yambo ou, autre, prendra connaissance de la capacité officielle des navires destinés au transport des pèlerins dès qu'ils arrivent dans le port. Il notifiera par écrit aux agents des compagnies dont relèvent les navires, ainsi qu'aux capitaines qui en ont le commandement, le nombre des pèlerins et voyageurs qu'ils peuvent embarquer.

Art. 12. Ce nombre est fixé conformément à l'Article 6 des Dispositions Générales.

Les sambouks (cabotours faisant le transport des pèlerins de port à port dans les eaux de la Mer Rouge) prendront autant de pèlerins que les agents sanitaires croiront devoir le leur permettre, en prenant en considération leur capacité respective et la distance à parcourir.

Les sambouks sont aussi exempts des conditions d'approvisionnement des vivres et de l'eau potable exigés pour les navires à longs cours, à destination de l'Océan ou de la Méditerranée.

Art. 13. Nul pèlerin ou voyageur ne pourra s'y embarquer sans être muni d'un billet de passage délivré par le bureau de l'agence dont dépend le navire, et les bureaux respectifs des compagnies ne pourront en délivrer que le nombre autorisé par l'Office de Santé, et qui sera calculé sur la capacité officielle du bord.

Les billets de passage seront numérotés et imprimés sur papier de couleur différente pour les diverses compagnies auxquelles appartient respectivement les navires, ce qui permettra de distinguer facilement la destination du porteur à l'échelle d'embarquement et d'éviter la confusion sur rade.

Que si plus d'un navire de la même compagnie avait à la fois à embarquer des pèlerins, l'agence ne devra procéder à la délivrance des billets que successivement, en ce sens que, pour éviter la confusion, elle ne devra en donner pour le second navire que quand le premier aura pris à bord tout son monde.

Dans aucun cas, d'ailleurs, il ne sera permis de livrer des billets de passage à bord à des personnes qui auraient omis de se le procurer au bureau de l'agence.

Art. 14. Les embarcations indigènes affectés au transport des passagers de l'embarcadère à bord des navires en partance, seront surveillées par le Capitaine du Port, assisté de quelques agents de police, pour s'assurer que tous les pèlerins à embarquer sont munis du billet requis.

Art. 15. Tout patron d'embarcation qui aurait frauduleusement transporté à bord d'un navire des passagers non-pourvus de billet d'embarquement, ou qui aurait pris des passagers sur un point du rivage autre que l'embarcadère désigné à cet effet par l'autorité du port, sera passible d'une amende d'un médjidié argent pour chaque passager en contravention.

Art. 16. L'autorité sanitaire aura soin d'installer à bord des navires, en partance, des agents spéciaux chargés de contrôler les billets des voyageurs arrivant, en les confrontant avec la liste nominative rédigée d'avance par les bureaux des agences respectives.

Ils prendront note des arrivants, avant qu'il ne montent à bord, et s'il y en avait sans billet ou bien avec billet excédant le chiffre inscrit dans la liste réglementaire, ils en empêcheront l'embarquement.

Art. 17. Dès qu'un navire aura pris à bord le nombre réglementaire de passagers, sur la réquisition de l'Agent de la Santé, le capitaine fera hisser au haut du grand mât un drapeau vert, qui y restera jusqu'au moment du départ, en signe du plein des passagers et de la défense d'en recevoir d'autres.

Art. 18. Les capitaines se conformeront aux injonctions des Agents de la Santé envoyés à bord pour y contrôler l'embarquement. Ils leur prêteront l'appui nécessaire pour empêcher toute fraude ou contravention de la part des passagers.

Art. 19. Tout capitaine qui se permettrait de recevoir à bord clandestinement des passagers en sus du nombre fixé par les Règlements, et qui s'opposerait à l'accomplissement de la consigne de l'agent sanitaire, sera passible d'une amende de £ T. 10 par passager excédant le nombre réglementaire.

La même pénalité de £ T. 10 par passager pourra être infligée au capitaine, dans le cas où, à sa connaissance, bien que sans son concours, la contravention aura été commise par les Agents de la Santé ou par ceux des compagnies intéressées.

L'armateur est responsable des contraventions commises par le capitaine, et il est passible d'une pénalité égale à celle du capitaine; en d'autres termes, le capitaine et l'armateur payeront chacun une amende de £ T. 10 par passager embarqué en sus du nombre réglementaire.

Art. 20. Les Agents de la Santé de tout grade qui, dans l'exercice de leurs fonctions, se rendront coupables de négligence ou de fautes compromettant le service qui leur est confié spécialement, seront punis d'après les dispositions du Code Pénal Ottoman.*

Il en sera de même des agents du port et de la police qui auront enfreint les prescriptions du présent Règlement en ce qui les concerne respectivement.

Art. 21. Quelle que soit la destination d'un navire des pèlerins, l'autorité sanitaire en inscrivant sur la patente de santé le nombre des passagers embarqués, mentionnera que le chiffre réglementaire est atteint, que d'autres passagers ne pourraient être reçus à bord dans les ports d'escales subséquents, qu'en proportion de ceux qui y débarqueraient, leur nombre ne devant jamais dépasser le chiffre établi dans les Articles 6 et 12 du présent Règlement.

Que si le nombre des passagers embarqués est inférieur à la capacité officielle u navire l'autorité sanitaire en fera également mention sur la patente, autorisant ainsi le capitaine à en prendre d'autres dans les stations subséquentes de relâche; toujours, bien entendu, dans la limite du chiffre réglementaire.

Art. 22. Les Agents de la Santé du port de relâche tiendront compte de ces annotations et agiront en conséquence.

Ils auront soin de signaler, à leur tour, sur la patente, les changements survenus dans leurs stations respectives par rapport au nombre, à la santé des passagers, et, s'il y a lieu, à l'approvisionnement du navire en vivres et en eau potable. Ils en informeront par voie du télégraphe l'Office Sanitaire du port subséquent de relâche, aussi bien que l'Administration Supérieure de Constantinople. Celle-ci et les offices d'escales prévenus d'avance en tiendront compte pour leur gouverne.

Art. 23. Les Chefs de Service dans les différents ports, ayant la responsabilité de la stricte exécution du présent Règlement, auront recours à l'autorité locale, au moyen de notes écrites, toutes les fois qu'ils auront à se plaindre des Capitaines de Port ou des agents de police pour manque d'assistance, ou même pour assistance peu empressée, dans l'accomplissement de leur mandat. Dans le cas où leurs réclamations ne seraient pas prises en considération, ils en feront l'objet d'un Rapport à l'Administration Sanitaire Supérieure.

Art. 24. Les agents sanitaires subalternes—préposés, commis, gardes—qui, soit par négligence, mauvaise volonté, ou intérêt personnel, manqueraient à leur consigne en ne remplissant pas exactement leurs devoirs de service, à l'endroit du pèlerinage et en général dans l'exercice de leurs fonctions, seront signalés par l'autorité locale à leurs supérieurs respectifs. L'autorité locale adressera Rapport au Ministre du Département Sanitaire si ces derniers n'en tenaient pas compte. Elle en fera de même, au besoin, à l'égard des agents sanitaires supérieurs.

Art. 25. Le concours des Consuls des Puissances étrangères étant nécessaire pour atteindre l'efficacité désirable des dispositions qui précèdent, les agents sanitaires réclameront leur appui toutes les fois qu'il en sera besoin.

Art. 26. Il en sera de même des autorités Egyptiennes dont la coopération dans les ports d'Egypte est indispensable.

Les agents sanitaires de ce pays s'attacheront à vérifier les listes des passagers, et à y annoter les opérations effectuées de débarquement et d'embarquement. Ils inscriront au dos de la patente toutes les irrégularités et tous les incidents survenus à bord ou dans les stations confiées à leur surveillance respective.

Cette précaution est plus spécialement nécessaire à Suez, à l'effet de pouvoir atteindre les navires en contravention qui de Djeddah se rendraient à Suez, et y reviendraient, ou bien qui prendraient de Suez, la voie directe de l'Océan par Bab-el-Mandeb.

Le débarquement des passagers, surpassant le nombre réglementaire, sera effectué à la première station de service où réside une autorité compétente, et les capitaines en contravention, outre l'amende qu'ils doivent payer, conformément à l'Article 19 du présent Règlement, sont tenus de fournir aux passagers débarqués les moyens de poursuivre leur voyage jusqu'à destination contractée.†

Art. 27. Une opération de contrôle étant nécessaire à la sortie de la Mer Rouge

* Le Code Pénal Sanitaire Ottoman est à l'étude.

† Pour les navires en contravention transitant le Canal de Suez et à destination du littoral Ottoman de la Méditerranée, l'amende sera payée au port final d'arrivée, d'après la patente.

vers l'Océan, les navires à pèlerins à destination des ports Anglo-Indiens ou des Colonies Anglaises devront toucher à Aden, pour y subir les constatations requises par rapport aux prescriptions du "Native Passenger-ships Act" du Gouvernement de l'Inde Anglaise, ainsi qu'aux Ordonnances des Colonies Anglaises, prescriptions auxquelles ils sont tenus de se conformer strictement.

Art. 28. Tout navire à pèlerins arrivant sans patente sanitaire du port d'origine, ou sans visa des ports de relâche, sera soumis à une amende de £ T. 10 à £ T. 200, conformément à l'Article 10 du Règlement.

Art. 29. Tout navire qui aura embarqué plus de 100 passagers devra être pourvu d'un Médecin, ou Officier de Santé, et des médicaments nécessaires pour les soins à donner à des malades, le cas échéant.

Inclosure 3 in No. 62.

Article Additionnel.

Art. 30. Attendu que le Gouvernement Impérial Ottoman a promulgué une loi défendant le commerce des esclaves, il est de rigueur que toute personne voyageant à bord d'un navire à pèlerins (voilier, vapeur, sambouk) et qui serait accompagnée d'un homme de service, n'importe le sexe, ce dernier doit être muni d'un certificat signalant le nom, l'âge, les traits, et la condition sociale à laquelle il appartient.

Art. 31. Les capitaines des navires à pèlerins sont tenus d'exiger la présentation du certificat des individus de cette catégorie et de livrer ceux qui en sont dépourvus aux autorités du port.

En cas d'obstacle d'en opérer directement le débarquement, les capitaines en donneront avis à l'autorité locale et au Consulat de la nationalité du navire. Ils dénonceront eux-mêmes la présence à bord des personnes qu'ils pourraient découvrir faisant métier de commerce à esclaves.

Art. 32. Les Agents de la Santé, en constatant les certificats d'embarquement des pèlerins (Article 16 du présent Règlement) prêteront aux capitaines le concours actif, et, au besoin, ils auront recours aux autorités locales et Consulaires du lieu (Article 25) pour l'exécution des mesures précitées.

Art. 33. Les capitaines ou patrons qui ne se conformeront pas aux dispositions de l'Article 30 seront passibles d'une amende telle qu'elle est déterminée dans l'Article 10 du présent Règlement.

No. 63.

Mr. Malet to the Marquis of Salisbury.—(Received March 11.)

(No. 66. Political.)

Cairo, February 28, 1880.

My Lord,

WITH reference to your Lordship's despatch No. 56 of the 16th instant, and to my despatch No. 52 of the 27th ultimo, I have the honour to state, in answer to the question made in the letter of Mr. Page to your Lordship of the 12th instant, that I think that the whole of the correspondence for me should be in one bag addressed to Cairo. This course has been adopted for the last two mails. The mistake appears to have arisen from its not being yet understood that the seat of the Agency and Consulate-General is at Cairo alone. I still occasionally receive despatches from the Foreign Office addressed to Her Majesty's Agent and Consul-General, "Alexandria," which reach me twenty-four hours later than they would if they were addressed to me at Cairo.

I have, &c.

(Signed) EDWARD B. MALET.

No. 64.

Sir J. Pauncefote to Sir L. Mallet.

Sir, *Foreign Office, March 19, 1880.*

WITH reference to previous correspondence on the subject of the new sanitary Regulations for the pilgrim traffic in the Red Sea, I am directed by the Marquis of Salisbury to transmit to you, to be laid before the Secretary of State for India in Council, a copy of a despatch from Her Majesty's Ambassador at Constantinople, inclosing a copy of these Regulations, with the addition by the Sultan of four Articles having for their object the prevention of the traffic in slaves by pilgrims.[a]

These Regulations are the same as those of which a copy was communicated to your Department in the letter from this Office of the 13th September, 1878, and which as long ago as April last were accepted by the Council of Ministers, with the exception of the new Articles, and with certain alterations in Articles 19 and 26, and the numbering of Article 29, in conformity with the suggestions contained in the Foreign Office letter of the 7th October, 1878.

I am to request that you will state to Lord Cranbrook that Lord Salisbury considers that the new Articles may be accepted, provided that what appears to his Lordship to be an error in Article 33 is corrected, viz., the reference made therein to Article 30, which is no doubt intended for Article 31.

His Lordship is of opinion, however, that the 3rd paragraph of Article 19, whereby an innocent shipowner or charterer may be fined, as well as the guilty captain, is objectionable. As the Article originally stood, the owner or charterer was made liable with the captain for the payment of the fine incurred by the latter.

This appears reasonable, but the new clause rendering them liable also to a fine, whether innocent or not, is unnecessarily rigorous, and hardly consistent with the sound principles of justice.

I am to request that you will move Lord Cranbrook to favour Lord Salisbury with his opinion on these points.

I am, &c.

(Signed) JULIAN PAUNCEFOTE.

No. 65.

Mr. Cookson to Earl Granville.—(Received August 24.)

(No. 17. Sanitary.)

My Lord, *Alexandria, August 12, 1880.*

I HAVE the honour to inclose copies of two Reports of Dr. Mackie, acting as British Delegate of the Egyptian Board of Health, respectively dated the 2nd and 5th instant.

In the former Report of the 2nd instant Dr. Mackie incloses copies of two draft sets of Rules framed by a Committee of the Egyptian Board of Health for the application in Egypt of the new Regulations issued by the Constantinople International Sanitary Board, under date of the 10th February last, respecting the pilgrim traffic.

These Regulations, which have no doubt been notified to Her Majesty's Government from Constantinople, have not been communicated officially to this Agency; and, as pointed out in Dr. Mackie's Report of the 5th August, their application to foreign ships arriving at Jeddah from Egyptian ports, after having complied with the existing Egyptian Sanitary Regulations, and without having received any notice of the new Regulations, appears to be very unfair. A protest on the subject appears to have been made at Jeddah, and I transmitted on the 7th instant a telegram from Her Majesty's Acting Consul at that place to Her Majesty's Ambassador at Constantinople, inquiring whether the fines under the new Regulations are legally leviable. In the meantime, I do not propose, unless instructed otherwise, to agree on the part of Her Majesty's Government to the enforcement of these Regulations on British ships until a reasonable time has been afforded to them for making themselves acquainted, in the English language, with the nature of the new Rules, and for taking the necessary steps to accommodate the arrangements thereto.

The main point of difference between the two rival sets of Rules, proposed respectively by the Commission of the Board (whose explanatory Report is annexed to

[a] No. 62.

Dr. Mackie's Report) and by its President, Neroutsos Bey, is as to the authority which is to decide on contraventions of the Regulations and on the penalties to be enforced under them.

This question is still under discussion in the Egyptian Sanitary Board, and consequently has not been yet brought in a definite form before the Egyptian Government. It would, therefore, be premature for me to enter into it; but Dr. Mackie has promised to give me information from time to time of the course of the discussion, in order that, if necessary, I may ascertain the views of Her Majesty's Government on the points at issue.

The second Report of Dr. Mackie, of the 5th August, announces the passing of a Resolution of the Board of Health prohibiting the landing in Egyptian ports of non-Egyptian pilgrims from the Hedjaz and the Red Sea, as well as the transhipment of such pilgrims.

This Resolution is embodied in the Regulations, Chap. i, Art. 3, par. 3-4, and Chap. iii, Art. 6, par. 4-6, for the return of pilgrims in 1880, published in yesterday's "Moniteur Egyptien," of which I inclose a copy, and which, with the exception of this change, are the same as those in force during the year 1879.

The reasons for this Resolution are fully stated in Dr. Mackie's previous Report of the 2nd August, and they appeared to me so forcible from a sanitary point of view that I unofficially advised Dr. Mackie to support it. Its effect will, I am assured by those interested, be very favourable to the British shipping engaged in the pilgrim traffic, as our ships alone are suited to continue the voyage through the Canal to the eastern shores of the Mediterranean.

In the latter part of his Report of the 5th August Dr. Mackie mentions a proposal made by the President of the Sanitary Board for the immediate abolition of the quarantine at present established at Tor for pilgrims returning from the Hedjaz in vessels with a clean bill of health, and requests that instructions for his guidance may be given him by Her Majesty's Government and Her Majesty's Embassy at Constantinople.

This question is one of great importance, but I would venture to suggest that, under the altered condition of things following on the prohibition of transhipment of pilgrims in Egyptian ports, in consequence of which the vessels carrying them will pass directly through the Canal, there would be no great danger in trying the experiment of suspending the quarantine at Tor for a time.

I have, &c.
(Signed) CHAS. A. COOKSON.

Inclosure 1 in No. 65.

Dr. Mackie to Mr. Cookson.

Alexandria, August 2, 1880.

Sir,

I HAVE the honour to forward to you herewith inclosed a copy of Rules recommended by the Egyptian Board of Health for the practical application in Egypt of the "Règlement pour le Transport des Pèlerins" lately issued by the Sanitary Board at Constantinople.

Mr. Calvert, in his despatch of the 14th February to Her Majesty's Agent and Consul-General, reports that a Commission had been appointed by the Sanitary Board here to frame Rules and its penalties for infractions in view of the approaching pilgrim season, in order to prevent, so far as possible, the disgraceful disregard of all Rules hitherto shown by those engaged in the transport of pilgrims.

Before the Commission had begun its work copies were received from Constantinople of the "Règlement pour les Transport des Pèlerins" just issued, and based in most of its details on and in many parts almost a copy of our Indian "Native Passenger Ships' Act." The Constantinople Rules were studied and adopted by the Board here, and it remained only for the Commission to study how far they were applicable in Egypt, and devise some method for this application, as no mention is made in the Turkish Rules as to the manner of their application except in a very general and very vague way. The proper carrying out of the Rules and punishment of infractions presents many and great difficulties, and the Commission has been unable to suggest any simple and easy way of overcoming the difficulty.

I have little hope that the plan proposed in the Report of the Commission will be accepted by the European Governments, and by the Egyptian Government it has already been almost practically, though not officially, rejected. I hope, however, that the amount

of detail in the Report of the Commission will convince the Governments that the members were fully alive to the great difficulties presented by conflicting interests and divided authority in Egypt, that they were earnest in their work, and fully convinced by the experience of the past that something must be done to prevent disgraceful infractions of Rules for the future.

The President of the Board, Dr. Neroutzos Bey, in preparing copies of the "Projet," recommended by the Commission, has on his own responsibility caused to be transcribed side by side with it the copy of a counter-project presented by himself, but which was rejected by all the members of the Board except those in the service of the Egyptian Government, the chief cause of its rejection being the proposals in Articles 2 and 10. In Article 2 the President recommends that contraventions are to be judged and fines inflicted by a single Delegate chosen and appointed by the Egyptian Government to reside at Suez during the pilgrimage season.

It is easy to be seen that it would be difficult for the Egyptian Government to nominate a single Delegate who would inspire universal confidence and trust, and who would have the moral courage to do his duty conscientiously if need should be against the Egyptian Government, and last year especially the Egyptian steamers were the chief offenders in breaking Rules. As a means of inspiring confidence, it was suggested that the Delegate might be an European Judge of the International Tribunals.

In Article No. 10 of his project, the President suggests, in a very ambiguous way, that the funds accruing from fines, &c., are to be accounted for to the General Sanitary Board as well as to the Governor of Suez. This was viewed by the European Delegates as tantamount to handing over the money to the Egyptian Government, and such no doubt is the intention of his not very clear proposition. The members of the Commission in their "Projet" maintain that the surplus funds ought to be the property of the Sanitary Board, to be expended for sanitary purposes, such as improving quarantine stations, &c., for which the Board has no funds at its disposal, nor has it indeed for any other purpose.

In proposing what may be called an International Sanitary Tribunal for the pilgrim season, the object which the members of the Commission kept in view was, not merely to find a means of punishing offenders, but a means also of securing justice and protection to ship-owners and captains, who are no doubt often imposed upon and misled by the sanitary employés. The Sanitary Administration would thus obtain full power over its own employés, which at present it has not, and has often in consequence to shut its eyes to glaring neglect of duty.

The members of the Commission were the French, Italian, Dutch, and English Delegates. In Mr. Calvert's absence I acted on the Commission as his "remplaçant." The Turkish Delegate was named also as a member, but withdrew after the first meeting in consequence of orders from Constantinople. He continued, however, to be present at our meetings unofficially, and gave us great assistance by his intimate knowledge of pilgrim transport in the Red Sea. It was evidently suspected at Constantinople that we were studying their "Règlement" with a view to modify or reject it, while we were only trying to work out in detail what had been left undone at Constantinople, its practical application in so far as it concerns Egypt.

At a meeting of the Board fixed for next Thursday, a question of great importance with regard to ships bringing return pilgrims is to be discussed and decided. Up to this time pilgrims have been allowed to be transhipped at Suez, whereas it is proposed this year that no transhipment of foreign (non-Egyptian) pilgrims should be allowed, but that the ships which embark them at Jeddah should carry them right on through the Suez Canal to their final destination. The experience of past years, and especially last, has compelled those of the Delegates who are most intimately acquainted with the nefarious practices in pilgrim traffic to bring forward this proposition. It is supported chiefly by the Delegates of France, Holland, Turkey, and Sweden, all of whom are intimately acquainted with the pilgrim traffic.

The practice of transhipment allowed up to this time has always given rise to much abuse and much misery and suffering to the pilgrims. Several plans and restrictions were devised to put a stop to iniquitous practices, and so maintain, what those in favour of transhipment called, the liberty of navigation, but every year these practices and abuses increase.

A captain, for instance, ships pilgrims at Jeddah for Suez, telling them that they can tranship at Suez on board another vessel which will take them through the Suez Canal to their final destination. On arrival at Suez the pilgrims find that their contract with the captain to carry them as far as Suez has expired, but there is no other vessel there to carry them to their final port of destination.

Even if the authorities intervene to try to compel the ship to take them on, instead of landing them, which is not allowed, the captain will probably reply that his ship is not in a fit state to put to sea in the Mediterranean, that she is a low-class ship, and fit only to navigate in the Red Sea. This happened on several occasions last year. It is evident, therefore, that amongst other evils the practice of transhipment encourages the employment of bad and low-class vessels for the pilgrim traffic. In one instance a vessel brought pilgrims to Suez for transhipment, and finding no vessel there to carry them on the captain, to save himself being forced to take them on to their final destination, declared his absolute ignorance of the navigation of the Mediterranean, declaring that he had been brought up as captain of a steamer on the Nile, and afterwards transferred to the Red Sea, and I am credibly informed that he really knew next to nothing of navigation. Again, suppose a case which also frequently happens, a broker at Jeddah presents to a captain a letter from an agent in Europe, say in London, to the effect that such and such a steamer will arrive from England at Suez or Port Saïd by a certain date to receive pilgrims. The captain, deceived by this, ships pilgrims for Suez to be transhipped there, as he believes, for their final destination. The captain arrives with his crowd of pilgrims at Suez, but finds no ship to receive them and no tidings of one, while he has probably already chartered his ship to return immediately to Bombay or elsewhere eastward.

This last is a case which, I am told, very frequently happens, the captains and pilgrims being to a great extent in the hands and at the mercy of a class of rascally pilgrim-brokers at Jeddah, having no telegraph or quick means of communication with Egypt or Europe to verify their statements, and many of the captains, it must be remembered, are naturally very stupid and dull and easily imposed upon, while the pilgrims suffer.

In not a few cases, where captains have brought pilgrims in this way for transhipment at Suez and no ship there to take them on, the pilgrims have tried to force the captain to take them on, and, on his refusing to do so, have mutinied and become so excited and dangerous, that the captain and crew have had to leave the vessel.

It must not be forgotten, that transhipment at Suez or Port Saïd does not imply disembarkation. It is a strict rule that no foreign return pilgrims are allowed to be landed in Egypt, so that if no ship is found for transhipment the pilgrims must remain on board, and it was in a case such as this that a serious disturbance broke out on board an English steamer at Suez two years ago, when the captain for some reason refused to proceed, having fulfilled his contract by bringing them to Suez, but the pilgrims had probably been well told at Jeddah that they could tranship at Suez or even land. All this might probably be made clear to them by applying to the proper authorites at Jeddah, had they sufficient intelligence to do it.

So far as I can judge, the advantage of not allowing transhipment at Suez or Port Saïd would be that only good ships fit to undertake a long voyage would be, or could be, employed in the pilgrim transport. So far as English shipping interest is concerned, this would apparently be an advantage.

I have taken trouble and pains to obtain information on this subject, and from unbiassed sources, and personally I am in favour of non-transhipment on the return pilgrimage, but shall be guided by your instructions in giving my vote at the meeting on Thursday.

I have, &c,
(Signed) J. MACKIE.

Inclosure 2 in No. 65.

Dr. Mackie to Mr. Cookson.

Alexandria, August 5, 1880.

Sir,

I HAVE the honour to report that at a meeting of the Egyptian Board of Health held to-day, a Resolution has been passed, in view of the return pilgrimage season prohibiting the landing or transhipment of non-Egyptian pilgrims arriving from the Hedjaz in any Egyptian port. The vessels embarking non-Egyptian pilgrims at Jeddah for the Mediterranean will therefore be obliged to pass through the Suez Canal without transhipment or disembarkation. The Resolution was passed by a large majority. The Delegates who voted for the Resolution were the Delegate of France and Medical Delegate ("médecin sanitaire") Belgium, Turkey, Egypt, Norway and Sweden, Holland, Greece, and England. The Delegates who voted against and in favour of transhipment were Italy, Russia, Austro-Hungary, and Germany, being nine for and four against. It will therefore be necessary to

warn all English Steamship Companies, agents, and all whom it may concern, that no non-Egyptian pilgrims are to be embarked at Jeddah for the destination of Suez. Egyptian pilgrims only furnished with letter of residence are to be received at Suez. Agents or captains giving passage-tickets for Suez to non-Egyptian pilgrims do so at their own risk.

The Turkish Delegate read a communication from the Sanitary Inspector at Jeddah, stating that two English steamers which had embarked pilgrims at Port Saïd and Suez had arrived at Jeddah, and were found to be in contravention of the Turkish Rules lately issued. The captains have protested against the fines wished to be imposed, on the ground that they were ignorant of the Regulations, and that no notification had been made to them at Port Saïd or Suez. As the Constantinople "Règlement pour le Transport des Pèlerins" is not yet in force in Egypt, the President maintained that it was not his duty to interfere in seeing the Turkish Rules observed in Egyptian ports. This seemed to me so very doubtful, and in any case so very unjust to navigation, that I insisted on putting to the vote of the meeting a proposition for the meantime as *cas d'urgence*, that the Sanitary Delegate at Port Saïd, or Suez, or other port of Egypt, should be requested to inform all captains of vessels embarking pilgrims that they subject themselves to a heavy fine by not conforming to the Turkish Rules, and that they should insist officiously on the vessels being measured, and the measurement certified, so as to know the number of passengers they will be allowed to take without contravention. I also requested that this should be communicated by telegraph to-day to the sanitary agents of Port Saïd and Suez. The contraventions in most cases will be in the number of pilgrims for the cubic space, and not in the other details of the "Règlement."

In case of other English vessels arriving at Port Saïd or Suez to embark pilgrims for Jeddah, it would be advisable to inform the Consuls also to the same effect, giving them the measurements or cubic space required by the Constantinople Rules for each pilgrim, so that the captains may have the means, if they choose, of protecting themselves. I would suggest that the captain should have his vessel measured (if not already measured) by some of the official experts of the Suez Canal Company, whose certificate must be received at Jeddah.

The President communicated a letter from the Egyptian Minister of the Interior, requesting the Board to abolish forthwith the quarantine at Tor against returned pilgrims. The President proposed the immediate discussion of this proposition, which I strongly opposed, on the grounds that it was a serious and radical proposition, and as the question had never been submitted to the Delegates before, they ought to have time to study it and get information thereupon, although personally I am in favour of abolishing the quarantine in ordinary times when the health is good in the Hedjaz. I thought it a proposition deserving of serious study, and not to be adopted by a peremptory order of the Minister of the Interior. The discussion is therefore postponed. In the meantime I shall be glad if you will make it a subject of official communication with the English Government and the Embassy at Constantinople to obtain their views for my guidance. The French Delegate strongly opposes it. The abolition of the quarantine referring only to foreign pilgrims, leaves to Egypt always the right to deal with Egyptian pilgrims if it should be thought necessary to keep them a day or two under observation before entering Egypt, as by the Resolution of to-day all foreign pilgrims are to go straight through the Suez Canal. I do not see that the quarantine at Tor has any more a *raison d'être* in respect of them so far as Egypt is concerned; it remains now to see whether the European Powers still consider it necessary for the protection of Europe against epidemics in times when the health is good, or, indeed, at any time.

I have, &c,
(Signed) J. MACKIE.

Inclosure 3 in No. 65.

Modifications proposées par son Excellence le Président du Conseil International.

Instructions sur l'exécution du Règlement qui précède, dans les Ports d'Egypte.

LE Conseil International de l'Intendance Générale Sanitaire d'Egypte adhère au Règlement du 10 Février, 1880, qui précède, et décide de régler les détails de

Projet présenté par la Commission nommée par le Conseil International.

Dispositions additionnelles particulières à l'Egypte.

LE Conseil de l'Intendance Générale Sanitaire d'Egypte adhère au Règlement du 10 Février, 1880, qui précède, et décide de régler les détails de l'application dans

Modifications, &c.

l'application dans les ports Egyptiens par les dispositions suivantes :—

Art. 1er. Tous les navires qui arrivent à El-Wisch ou à Tor avec des pèlerins ou masses analogues de retour du pèlerinage, sont tenus de se faire reconnaître et arraisonner par l'autorité sanitaire du lieu, avant de débarquer, ou avant de continuer leur route pour Suez et la Méditerranée.

Le Député Sanitaire procédera, à l'échelle du débarquement, à l'interrogatoire du capitaine du navire arrivé, examinera si le navire se trouve dans l'état prescrit par le Règlement, et, recevra par écrit la déclaration sur les incidents du voyage.

Le capitaine sera invité à signer sa déclaration, et il sera également invité à assister au dénombrement des pèlerins. En cas de refus, le Député Sanitaire en prendra acte.

Dans tous les cas où le Député Sanitaire constatera une contravention, il dressera un procès-verbal détaillé, que le capitaine sera invité à signer. Ce procès-verbal sera joint à la patente au dos de laquelle son existence sera mentionnée.

Le procès-verbal sera signé par le Député Sanitaire, par le Médecin Sanitaire de la station, et par le capitaine.

En cas de refus de la part de ce dernier il en sera fait mention à la fin du procès-verbal, ainsi que des motifs de refus.

Art. 2. Un Délégué Spécial envoyé par le Gouvernement de Son Altesse le Khédive, et résidant à Suez pendant la durée du retour du pèlerinage, statuera sur les contraventions énoncées dans les procès-verbaux qui leur seront présentés par le Député Sanitaire de Suez aussitôt après l'arrivée du navire en contravention, et appliquera les amendes que les contrevenants doivent payer quelle qu'en soit la destination finale du navire conformément aux Articles 10 et 19 du Règlement.

Le Délégué Spécial devra rendre sa décision dans les vingt-quatre heures qui suivront la présentation des procès-verbaux relatifs à la contravention, et cette décision sera signifiée au capitaine par le Député Sanitaire de Suez, qui dressera un procès-verbal de signification.

Projet, &c.

les ports Egyptiens par les dispositions suivantes :—

Art. 1er. Tous les navires qui arrivent à El-Wisch ou à Tor, ainsi que dans les autres ports Egyptiens de la Mer Rouge et de la Méditerranée avec des pèlerins ou masses analogues sont tenus de se faire reconnaître et arraisonner par l'autorité sanitaire du lieu avant de débarquer, ou avant de continuer leur route.

Le Député Sanitaire du port, qui devra toujours être un Européen, procédera au dénombrement exact des pèlerins, et recevra par écrit la déclaration du capitaine sur les incidents du voyage.

Le capitaine sera invité à signer sa déclaration, et il sera également invité à assister au dénombrement des pèlerins. En cas de refus, le Député Sanitaire en prendra acte.

Dans tous les cas où l'Agent Sanitaire constatera une contravention, il dressera un procès-verbal détaillé, que le capitaine sera invité à signer. Ce procès-verbal sera joint à la patente au dos de laquelle son existence sera mentionnée.

Le procès-verbal sera signé par l'Agent Sanitaire, par le Médecin de la station, et par le capitaine.

En cas de refus de la part de ce dernier, il en sera fait mention à la fin du procès-verbal, ainsi que des motifs du refus.

Art. 2. Pour les navires qui reviennent des Lieux-Saints, la Commission Sanitaire de Suez, actuellement composée du Médecin Sanitaire Egyptien (qui devra être Européen), et les Médecins Sanitaires de France et de Turquie, statuera sur des procès-verbaux qui lui seront présentés par le Député Sanitaire de Suez aussitôt après l'arrivée du navire en contravention.

Il est bien entendu que si une autre Puissances envoyait à Suez un Médecin général spécial, il ferait de droit partie de la Commission Sanitaire.

Le Vice-Consul ou Agent Consulaire à Suez de la nation à laquelle appartiendra le navire en contravention, fera de droit la partie des réunions de la Commission Sanitaire, et il aura voix délibérative.

La Commission nomme son Président.

En cas de partage des voix, celle du Président comptera double.

Les citations à comparaître seront données au capitaine par le Député Sanitaire de Suez vingt-quatre heures avant l'heure fixée pour la réunion de la Commission.

Ce dernier remplira devant la Commission Sanitaire les fonctions de Ministère Public.

Modifications, &c.

Art. 3. Les décisions du Délégué Spécial du Gouvernement sont exécutoires et ne pourront être portées en appel que devant les Tribunaux de la Réforme.

Art. 4. Le délai pour présenter l'appel est de quarante-huit heures après la signification de la décision rendue à Suez. Il sera notifié par le capitaine ou son agent au Député Sanitaire de Suez, qui est tenu d'en donner acte à l'appelant.

Projet, &c.

La Commission devra rendre sa décision dans les vingt-quatre heures qui suivront sa réunion.

Cette décision sera signifiée au capitaine par le Député Sanitaire de Suez, qui dressera un procès-verbal de signification.

Art. 3. Des Commissions Sanitaires ayant la même compétence que celle de Suez, sont instituées à Alexandrie et à Port Saïd.

Elles sont composées :

1. Du Médecin Sanitaire Egyptien.

2. D'un représentant de l'autorité Consulaire dont relève le navire.

3. D'un troisième membre choisi d'un commun accord par les deux premiers, soit dans le Corps Consulaire, soit dans le Corps des Notables de la ville.

Le Député Sanitaire remplira les fonctions de Ministère Public.

En cas d'abstention, après invitation écrite, du représentant de l'autorité Consulaire, il sera passé outre, et le Médecin Sanitaire nommera les deux autres membres qui devront compléter la Commission.

La procédure à suivre est la même que celle indiquée pour la Commission de Suez.

Art. 4. Les décisions des Commissions Sanitaires ci-dessus de Suez, Alexandrie, et Port Saïd sont susceptibles d'appel.

Les appels seront portés devant le Conseil Sanitaire International siégeant à Alexandrie.

Art. 5. Le délai pour faire la déclaration d'appel est de vingt-quatre heures après la signification de la décision rendue.

Passé ce délai le Député Sanitaire procédera immédiatement à l'exécution.

La déclaration d'appel pourra être faite par le capitaine ou son agent au Député Sanitaire, qui est tenu d'en donner acte à l'appelant et de lui délivrer séance tenante citation à comparaître devant la Commission d'Appel.

Le délai maximum pour comparaître devant la Commission d'Appel est fixé à quatre jours pleins.

Art. 6. Dans le but de hâter la solution des affaires, le Conseil Sanitaire International d'Alexandrie nommera, chaque année, dès le début du pèlerinage, une Commission, prise dans son sein, composée de cinq ou de sept membres, qui portera le nom de Commission d'Appel.

Trois membres de cette Commission, y compris le Délégué de la nation à laquelle appartient le navire pourront valablement prononcer la décision d'appel.

Dans le cas où cette nation ne serait pas représentée, au sein du Conseil Interna-

Modifications, &c.

Projet, &c.

tional Sanitaire le Représentant de cette Puissance à Alexandrie sera invité à assister à la réunion de la Commission ou à s'y faire représenter.

Le Délégué de la nation à laquelle appartiendra le navire en contravention sera invité à faire partie de la Commission d'Appel, sous peine de nullité de la sentence à intervenir.

Dans le cas où le Capitaine appelant ne comparaîtrait pas en personne ou par fondé de pouvoirs, la Commission d'Appel se prononcera sur le vu des pièces qui lui auront été remises tant par l'appelant que par la Commission de Suez.

Le délai d'opposition aux décisions de la Commission d'Appel prononcées par défaut est de vingt-quatre heures après la signification de cette décision.

Une nouvelle citation à comparaître sera donnée au capitaine.

La seconde décision par défaut ne sera pas susceptible d'opposition.

Art. 7. Les fonctions de Ministère Public seront remplies, devant la Commission d'Appel, par un membre Egyptien du Conseil Sanitaire International d'Égypte.

Art. 8. La Commission d'Appel est tenue de rendre sa décision séance tenante ou au plus tard dans les vingt-quatre heures qui suivront sa réunion.

Art. 9. Les décisions de la Commission d'Appel seront exécutoires vingt-quatre heures après la signification qui en sera faite au délinquant ou à son fondé de pouvoirs, soit par le Député Sanitaire, soit par le membre du Conseil Sanitaire remplissant à Alexandrie les fonctions de Ministère Public.

Art. 10. Le capitaine condamné et qui se pourvoira en appel ne sera pas tenu d'attendre avec son navire la décision de la Commission d'Appel pourvu qu'il fournisse une caution acceptée par la Commission du port dans lequel la contravention a été poursuivie.

Art. 11. Dans le cas où le capitaine refuserait ou serait dans l'impossibilité de fournir immédiatement la caution prévue dans l'Article précédent, le Député Sanitaire retiendra les papiers du navire et demandera à l'autorité compétente de retenir le bâtiment.

Art. 12. En cas de contestation sur l'espace libre dans l'entrepont et sur le pont, le mesurage établi par la Compagnie du Canal de Suez fera foi.

Les frais de mesurage seront supportés par le capitaine.

Nota.—La procédure et la discussion se feront dans une des trois langues

Art. 6. Le capitaine condamné à Suez et qui se pourvoira en appel, peut continuer sa route pourvu qu'il fournisse une caution acceptée par le Délégué Spécial du Gouvernement à Suez.

Art. 6. Dans le cas où le capitaine refuserait ou serait dans l'impossibilité de fournir immédiatement la somme à laquelle il sera condamné, ou de fournir la caution prévue dans l'Article précédent, le Député Sanitaire de Suez retiendra les papiers du navire et demandera à l'autorité compétente de retenir le bâtiment.

Art. 7. En cas de contestation sur l'espace libre dans l'entrepont et sur le pont, le mesurage établi par la Compagnie du Canal de Suez fera foi. Les frais de mesurage seront supportés par le capitaine.

Modifications, &c.

Projet, &c.

Art. 8. La Commission Internationale Sanitaire qui se réunit chaque année à Suez pendant la période du retour des pèlerins du Hedjaz, continuera son mandat, qui consiste à surveiller l'exacte exécution des Règlements pour ce qui concerne les questions sanitaires quarantenaires, comme par le passé, sans avoir le droit d'intervenir dans des questions fiscales ni dans d'autres questions d'ordre intérieur et purement administratives.

admises par les Tribunaux Mixtes de la Réforme c'est-à-dire l'Arabe, le Français, et l'Italien.

Exécution des Décisions.

Art. 13. Les Députés Sanitaires sont chargés de l'exécution des décisions; ils y procéderont de la manière suivante:—

1. En retenant les papiers du bord.

2. En donnant avis aux autorités compétentes, locale et Consulaire, d'avoir à empêcher le départ du navire.

Art. 14. La liquidation des frais se fera sur note détaillée présentée par le Député Sanitaire et revêtue d'un visa exécutoire du Président de la Commission.

Emploi des Fonds.

Art. 9. Le débarquement des passagers surpassant le nombre réglementaire constaté à El-Wisah ou à Tor sera effectué à Suez, où résidera le Délégué Spécial du Gouvernement *ad hoc*, chargé de statuer sur les contraventions, et où se trouvent facilement les moyens d'un rapatriement.

Les capitaines en contravention, outre l'amende qu'ils doivent payer, conformément aux Articles 10 et 19, entre les mains du Député Sanitaire de Suez, sont tenus de verser encore la somme nécessaire au rapatriement des passagers trouvés en excédant et par conséquent débarqués, en conformité de l'Article 20 du Règlement.

Cette somme sera égale au double du prix de passage déjà payé par chaque pèlerin dans le premier port où il s'est embarqué, et ceci pour défrayer les dépenses d'entretien des passagers en question pendant leur séjour forcé au campement de Suez, et pour leur fournir ensuite les moyens de poursuivre leur voyage jusqu'à destination contractée.

Art. 15. Lorsque le Député Sanitaire aura constaté sur un navire un excédant de pèlerins il invitera le capitaine à verser entre ses mains la somme nécessaire à la continuation de leur voyage jusqu'à destination contractée.

Cette somme sera égale au double du prix déjà payé par chaque pèlerin dans le premier port où il s'est embarqué.

Si le capitaine opère ce versement, le Député Sanitaire retiendra les pèlerins trouvés en excédant.

Le Député Sanitaire donnera au capitaine reçu des sommes versées par ce dernier. Il fera mention de ce versement sur le procès-verbal joint à la Patente de Santé.

Art. 16. Les fonds versés par le capitaine pour le voyage des pèlerins sont la propriété exclusive de ces derniers. Le Député Sanitaire devra faire tous ses efforts pour leur faire continuer leur route le plus tôt possible; il paiera contre reçu le prix de leur passage, et si le prix est inférieur à la somme versée par le capitaine il donnera à chaque pèlerin un bon pour le solde payable par la Commission de Suez.

Dans le cas où le capitaine refuserait de payer entre les mains des Députés Sanitaires d'El-Wiseh ou de Tor le prix du passage des pèlerins trouvés en excédant, les Députés constateront ce refus sur le procès-verbal et laisseront les pèlerins

Modifications, &c.

Art. 10. Le Député Sanitaire de Suez tiendra, pour ce qui concerne les sommes encaissées, pour les amendes, et pour les pèlerins trouvés en excédant, une comptabilité spéciale, dont il rendra compte à la fin du pèlerinage à l'Intendance Générale Sanitaire, de même qu'au Gouvernement de Suez.

Projet, &c.

se rembarquer pour continuer leur voyage jusqu'à Suez, où la Commission Internationale avisera.

Art. 17. Les Députés Sanitaires tiendront, pour ce qui concerne les pèlerins trouvés en excédant, une comptabilité spéciale dont ils rendront compte, à la fin du pèlerinage, au Conseil International d'Alexandrie.

Art. 18. Les Commissions de Suez, d'Alexandrie, et de Port Saïd, ou la Commission d'Appel d'Alexandrie, percevront directement les fonds provenant des amendes qu'elles auront prononcées.

Art. 19. Les fonds seront déposés dans une Caisse spéciale, qui portera le nom de "Caisse du Pèlerinage."

Le Caissier sera obligatoirement un membre élu par le Conseil International.

Art. 20. L'Administration de la Caisse appartiendra exclusivement au Conseil Sanitaire International, qui décidera de l'emploi des fonds dans les conditions expliquées par l'Article suivant.

Art. 21. Les fonds provenant des amendes seront affectés :

1. Au paiement des frais de procédure tels que salaires d'écrivains, frais de télégraphie, frais de poste, frais de bateaux et autres.

2. Au rapatriement des pèlerins en cas d'insuffisance des sommes versées pour cet objet par le capitaine.

3. A indemniser les pèlerins de leur frais de séjour, calculés au maximum de 1 fr. 50 c. par jour.

L'excédant restera déposé dans la Caisse du Pèlerinage et ne pourra être employé qu'en vertu d'une décision spéciale du Conseil Sanitaire International, réuni en Assemblée Générale, et dans un but d'intérêt sanitaire international.

Discipline.

Art. 22. Les Commissions Sanitaires de Suez, d'Alexandrie, et de Port Saïd recevront les plaintes que les capitaines pourraient avoir à présenter contre les employés Sanitaires Egyptiens.

Elles procéderont, s'il y a lieu, à l'audition des témoins et transmettront les affaires de cette nature à la Commission, dont il est parlé dans l'Article 6, qui décidera.

La Commission d'Appel, transformée en cette circonstance en "Commission Disciplinaire," se réserve d'appliquer, suivant le cas :

1. Le blâme ;

2. La suspension de traitement pendant un mois ;

Modifications, &c.

Projet, &c.

3. La mise en disponibilité sans traitement pendant trois mois ;

4. Le retrait définitif d'emploi.

Elle se réserve enfin de déférer au Tribunal compétent l'employé coupable d'extorsion ou de détournement de fonds, de fausse déclaration, &c.

Nota.—Ces dispositions disciplinaires sont transitoires et pourront être modifiées à la suite de la publication du Code Pénal Sanitaire.

Lu et adopté par le Conseil International Sanitaire d'Egypte, dans sa séance du 22 Juillet, 1880.

Alexandrie, le 22 Juillet, 1880.

Pour copie conforme :
Le Secrétaire du Conseil,
(Signé) W. LOMBARDT.

Inclosure 4 in No. 65.

Explanatory Report.

Alexandrie, le 22 Juin, 1880.

Messieurs,

La Commission que vous avez chargée d'élaborer un Règlement relatif au pèlerinage, s'est trouvée, dès le principe, en présence du Règlement préparé à Constantinople dans le même but. Le Dr. Birnsenstein, Délégué Impérial Ottoman, a bien voulu nous donner à chacun un exemplaire de ce Règlement, dont il avait déjà annoncé officiellement l'existence.

La Commission devait-elle déclarer son mandat terminé, ou bien devait-elle procéder à l'étude du travail de ses devanciers, et le modifier dans les parties qui ne lui paraîtraient pas applicables à l'Egypte.

Telle est la question qui s'est posée de prime abord. La discussion sur ce point important n'a pas été de longue durée ; nous avons pensé que le Conseil International de Santé Egyptien, tout en cherchant à seconder les vues et les efforts du Conseil de Constantinople, doit néanmoins conserver son autonomie et son indépendance ; que rien, par conséquent, ne s'oppose à ce que le Conseil Egyptien prenne l'initiative de mesures spéciales à l'Egypte, quand ces mesures lui paraîtront commandées par la situation particulière du pays et par l'expérience des faits qui se sont produits dans les ports Egyptiens.

Cette opinion s'appuie encore sur plusieurs passages du rapport présenté à la Conférence Sanitaire de Constantinople en 1866, desquels il résulte que, déjà à cette époque, on se demandait si le Conseil de Santé Egyptien n'était pas mieux placé que celui de Constantinople pour surveiller l'exécution des mesures sanitaires dans la Mer Rouge, et s'il ne conviendrait pas de lui laisser l'entière police sanitaire dans tous les ports de cette mer.

Cette première question résolue dans le sens qui vient d'être indiqué, nous avons abordé l'étude, Article par Article, du Règlement de Constantinople.

Dans ce travail, nous avons commencé par les mesures sanitaires proprement dites et nous avons laissé pour la fin les mesures fiscales édictées dans différents Articles.

Nous ne parlerons ici que des Articles qui ont donné lieu à des observations ; les autres ont été admis sans discussion.

Art. 3. Nous ne nous sommes pas expliqués la prohibition portée au paragraphe A 2 de l'Article 3. Il n'est pas probable, croyons-nous, que l'intention ait été de classer le charbon fossile dans la catégorie des matières nuisibles à la santé ; or, si la prohibition n'est due qu'à la crainte des incendies, l'Article est incomplet et la défense aurait dû comprendre d'une manière générale toutes les matières "inflammables ou explosibles."

Art. 6. Cet Article consacré à l'espace qui doit être réservé à chaque passager ne fait pas mention des enfants. Cette lacune nous a paru regrettable et nous aurions désiré voir reproduire sur ce point les dispositions du Règlement Anglais "Native Passenger Ships' Act," qui stipule que tout enfant au-dessus de 12 ans comptera comme adulte et qu'au-dessous de cet âge deux enfants compteront comme un passager ordinaire.

Art. 12. Abordant les dispositions spéciales contenues dans le Chapitre II, la Commission regrette que les sambouks (caboteurs) ne soient pas astreints aux règles établies pour les autres navires touchant le nombre des passagers et les approvisionnements du bord. Les sambouks, en effet, ne font pas seulement le transport des pèlerins dans les ports de la Mer Rouge; on voit de ces navires faire de très-longues traversées; par exemple: entre la Mer Rouge et Mascate, à l'entrée du Golfe Persique, entre la Mer Rouge et la côte Orientale d'Afrique. La Commission regrette encore que le soin d'apprécier le nombre des pèlerins à embarquer sur les sambouks soit laissé à la seule discrétion des agents sanitaires. Elle ne croit cependant pas devoir apporter de modification à cet Article, dont l'exécution aura lieu surtout dans les ports Ottomans.

Art. 13. Les dispositions contenues dans la Section 3 de l'Article 13, nous ont paru de matière à apporter une entrave sérieuse à la liberté de la navigation. En effet, la distribution des billets et l'embarquement des pèlerins pour un seul navire demandent au moins trois jours; si l'on suivait à la lettre la défense de délivrer des billets et d'embarquer des pèlerins simultanément sur plusieurs bateaux appartenant à la même agence, il arriverait qu'un agent, ayant en même temps la consignation de cinq bateaux ne pourrait charger le dernier qu'après un délai de quinze jours. Pendant ce temps les concurrents qui n'auraient qu'un ou deux bateaux ne manqueraient pas de lui enlever la plus grande partie de ces passagers; car le pèlerin se préoccupe peu du pavillon; il prend le premier bateau en partance. On pourrait, ce nous semble, chercher un autre moyen d'éviter la confusion sur rade; c'est là une question de police et de surveillance à exercer au moment de l'embarquement à quai et à bord de chaque navire; le même agent ne pourrait-il, par exemple, charger en même temps plusieurs navires à la condition de délivrer pour chacun d'eux des billets de couleur ou de forme différente.

L'Article "billet" présente, à notre avis, une grave lacune; il ne défend pas explicitement la délivrance des billets collectifs. (Nous entendons par ces mots les billets délivrés à un seul homme et qui est valable pour un nombre plus ou moins grand de pèlerins.) Cette omission nous paraît très-fâcheuse: les billets collectifs sont un obstacle sérieux au contrôle, parce qu'il faut retrouver d'abord le porteur du billet et ensuite réunir autour de lui, au milieu d'une foule désordonnée, ses compagnons de voyage. C'est une opération très-difficile sinon impossible.

Nous répétons, d'ailleurs, pour cet Article, ce que nous avons dit du précédent; nous croyons utile de donner notre appréciation sur chacun des Articles, mais nous ne voyons pas la nécessité de les modifier lorsque l'application, comme dans le cas présent, ne doit être faite que dans les ports Ottomans, c'est-à-dire dans les ports placés au dehors de la surveillance du Conseil de Santé d'Égypte.

Art. 20. Cet Article a été vivement discuté. Un membre de la Commission a émis l'opinion que si on a reconnu la nécessité de rédiger un Code Pénal Sanitaire, on a, par le fait même, reconnu l'insuffisance du Code Pénal Ottoman actuellement en vigueur. Le Règlement, disait notre collègue, nous dit bien le traitement qui sera infligé aux capitaines en contravention, mais il est muet sur les textes de loi dont on ferait, le cas échéant, l'application aux agents sanitaires infidèles. Il y a donc dans cette lacune une grande différence de traitement au préjudice des capitaines. Si on applique à ces derniers, en raison des graves intérêts qui sont en jeu, des peines d'une sévérité exceptionnelle, il est également juste d'établir à l'encontre des agents sanitaires coupables une répression exemplaire et parfaitement connue. Le Code Pénal Sanitaire doit être un corollaire forcé du Règlement à l'étude qu'il est appelé à compléter. De cette façon, chacun connaîtra exactement la limite de ses droits et de ses obligations. Notre collègue, après avoir ainsi développé son sentiment, concluait à la nécessité absolue de la publication du Code Pénal Sanitaire, avant le prochain pèlerinage, afin qu'il soit appliqué simultanément avec le Règlement.

Un autre membre de la Commission a combattu, non pas le désir du préopinant de voir promulguer le plus tôt possible un Code Pénal Sanitaire, mais la conclusion qui tendait à faire dépendre l'application du Règlement de la publication de ce Code. L'argument invoqué en faveur de cette opinion consistait à dire que de ce qu'on avait reconnu à Constantinople l'utilité de réunir en un seul et même recueil qui portera le

titre de Code Pénal Sanitaire un ensemble de lois, décrets, &c., relatifs aux questions sanitaires, on n'est pas autorisé à conclure que la législation pénale Ottomane actuelle se trouve impuissante à punir sévèrement les délits commis par les agents sanitaires de tous grades.

Enfin, la majorité de la Commission a formulé, comme suit, ses conclusions sur le point discuté:

"La Commission désire vivement que le Code Pénal Sanitaire soit publié, si possible, avant le prochain pèlerinage. Cependant, elle ne fait pas de cette publication, dans le délai ci-dessus spécifié, une condition *sine qua non* de l'application du Règlement."

Art. 22. Assurément, Messieurs, l'emploi de la voix télégraphique est une excellente chose, surtout lorsqu'il a pour but de prévenir un pays de l'apparition d'un fléau, et de le mettre, par conséquent, en mesure de se préserver. Mais on semble avoir oublié, au moment de la rédaction de l'Article 22, que le Hedjaz est privé de télégraphe. Tous les membres de cette Assemblée savent que lors de la dernière explosion du choléra dans cette contrée, la nouvelle ne pût en parvenir à l'Intendance Egyptienne qu'après un délai fort long. Point n'est besoin d'entrer dans les détails, tout le monde comprend les inconvénients de l'état de choses actuelles et le grand intérêt qu'il y aurait, au contraire, pour l'Empire Turc, et pour l'Egypte en particulier, à ce que le Hedjaz fut relié par un fil au réseau télégraphique Egyptien.

La Commission saisit cette occasion de renouveler un vœu déjà exprimé à plusieurs reprises, par ce Conseil, à savoir: l'établissement d'une ligne télégraphique partant de Djeddah et aboutissant à Suez, en touchant Yambo et Tor, sur la côte Arabique, ou bien encore l'immersion d'un cable sous-marin entre Djeddah et Soukkim, qui se trouve sur la côte Africaine.

Art. 27. Il résulte de cet Article que tout bâtiment à pèlerins, sortant de la Mer Rouge, est tenu de toucher à Aden. Il semblerait donc utile que les patentes délivrées en Egypte portassent la mention "touchant Aden." Mais, d'autre part, nous ne voyons pas trop comment on pourrait imposer cette obligation à des navires étrangers qui n'iraient pas dans les possessions Anglo-Indiennes, qui seules appliquent le "Native Passenger Ships' Act."

Art. 29. Le Règlement fait une obligation de la présence, à bord de tout navire à pèlerins, d'un médecin ou d'un officier de santé, mais il est muet sur la conduite à tenir dans le cas où cette prescription ne serait pas observée. Du reste, plus d'une fois la question des médecins de bord et de leur utilité a été discutée au sein du Conseil Sanitaire, et on a fini par reconnaître que dans la pratique il était difficile de s'en rapporter à leurs déclarations.

Il va sans dire que cette appréciation ne saurait toucher ni les médecins des navires de guerre ni ceux des grandes Compagnies de navigation faisant des voyages réguliers.

Nous terminerons ici, Messieurs, l'exposé de nos observations sur la partie sanitaire du Règlement de Constantinople. Vous avez déjà remarqué que nous ne vous avons proposé la modification d'aucun Article, et que notre travail constitue simplement une étude critique.

Nous croyons que personne ne se méprendra sur le véritable esprit qui nous a dirigés dans ce travail. Nous n'avons pas essayé de détruire l'œuvre de nos grands confrères, nous avons seulement tenté de la compléter en nous aidant de l'expérience que nous a donnée l'étude des faits relatifs au pèlerinage et notre grande proximité des Lieux-Saints. En un mot, nous n'avons eu qu'un désir, celui de contribuer pour une part, si minime qu'elle soit, à la grande mission qui nous incombe à tous, nous voulons dire, la préservation de la santé publique.

Cette première partie de notre travail n'a pas été la plus difficile; nous nous sommes trouvés bientôt en présence de grandes difficultés dans la seconde partie de notre étude, la partie que nous appelerons fiscale et administrative.

La question était complexe:—

1. Devait-on admettre le principe des amendes?
2. Quel devait en être le chiffre?
3. Où, quand, comment, et par qui se ferait l'application?

Sur les deux premiers points la Commission n'a pas hésité; il ne suffit pas en effet de faire un Règlement, il faut aussi le faire suivre d'une sanction, si on veut qu'il ne puisse être enfreint impunément. Or, dans le cas qui nous occupe, le meilleur moyen d'assurer la stricte exécution du Règlement Sanitaire est indubitablement d'imposer aux délinquents des amendes telles que nul ne soit tenté désormais de contrevenir aux dispositions sanitaires. Nous avons donc accepté, sans modification, les Articles 10, 19, et 28 du Règlement de Constantinople.

Cependant, quelque désir que nous ayons eu de ne toucher en rien au travail de nos devanciers, il ne nous a pas paru possible de ne pas toucher à l'Article 26.

Il est de principe, en matière de Règlement, que les contraventions doivent être punies et empêchées aussitôt qu'elles ont été constatées.

Le même principe a d'ailleurs été formulé de la même manière par la Commission Sanitaire Egyptienne, nommée en 1876, qui disait que "L'amende doit être appliquée dans la première échelle où la contravention a été constatée."

Or, pour la date de la destination de Suez ou du bassin de la Méditerranée, quel est le premier port où la contravention sera constatée? Ce sera forcément un port Egyptien, Tor ou El-Wisch, puisque tous les bateaux, que leur patente soit brute ou nette, sont tenus de s'y arrêter. Nous avons donc cru ne pas dépasser les limites de la compétence du Conseil Sanitaire International Egyptien en vous proposant l'adoption d'un Règlement additionnel spécial à l'Egypte, que nous joignons en annexe à ce Rapport.

Ces dispositions ont pour but de déterminer aussi exactement que possible la procédure à suivre dans les divers cas de contravention et de fournir en même temps aux pèlerins et aux capitaines toutes les garanties désirables d'une application équitable et impartiale du Règlement de Constantinople. En d'autres termes, notre Règlement additionnel ne modifie en rien le Règlement Sanitaire de Constantinople; il en assure seulement la protection.

Encore une fois, nous ne croyons pas qu'on puisse nous reprocher d'outrepasser nos pouvoirs puisque nous ne faisons qu'appliquer le principe cité plus haut, à savoir: que la contravention doit être punie et doit cesser aussitôt qu'elle a été constatée.

Nous n'avons pas, croyons-nous, besoin d'ajouter, que nul de nous, en donnant son adhésion au Règlement additionnel, n'a songé à frustrer du produit des amendes le Gouvernement Ottoman au profit du Gouvernement Egyptien. Si quelqu'un pouvait avoir cette pensée, nous le renverrions aux Articles qui traitent de l'emploi des fonds, et nous pensons qu'ils établissent d'une manière irréfutable notre véritable intention, qui a été d'assurer la stricte exécution du Règlement Sanitaire et non de créer au Gouvernement du Khédive une nouvelle source de revenus.

Deux mots seulement, Messieurs, sur la modification que nous avons cru devoir apporter à notre Règlement de l'année dernière; elle a été motivée par les nombreuses infractions que nous avons eu occasion de constater, et que nous n'avons pu empêcher malgré tous nos efforts. Nous avons la conviction que la faculté de transbordement à Suez n'offre aucune facilité à la navigation, tandis qu'elle ouvre la porte à des abus regrettables.

Nous avons, en conséquence, supprimé complètement le paragraphe 6 de l'Article 6, et nous avons, au contraire, ajouté à l'Article 3 un cinquième paragraphe ainsi conçu: "Tout capitaine ayant à son bord de pèlerins étrangers, quel qu'en soit le nombre, qui ne continuera pas sa route quarante-huit heures après son arrivée en rade de Suez, sera passible d'une amende de £ E. 10 à 200. Il sera en outre tenu de verser entre les mains de la Commission Sanitaire de Suez les frais d'entretien et de rapatriement des pèlerins, qui seront fixés par la Commission suivant les nécessités du moment; les pèlerins seront débarqués et la Commission Sanitaire de Suez pourvoira à leur rapatriement."

Nous ne saurions terminer sans exprimer nos profonds regrets d'avoir été privés du précieux concours de M. le Dr. Bimenstein qui, vous le savez déjà, a cessé de prendre part à nos travaux après notre première séance.

(Signé) Dr. DE CASTRO.
Dr. MACKIE.
VAN LENNEP.

Le Rapporteur,
(Signé) A. C. GUILLOIS.

Inclosure 5 in No. 65.

Extract from the "Moniteur Egyptien" of August 10, 1880.

INTENDANCE GÉNÉRALE SANITAIRE D'EGYPTE.

PÈLERINAGE DE L'ANNÉE 1880.

Règlement relatif au Retour des Pèlerins, lu et approuvé par le Conseil International Sanitaire d'Egypte, dans sa Séance du 5 Août, 1880.

Chapitre I^er^.—*Provenances brutes de Choléra.*

Art. 1^er^ 1. Tout navire provenant d'un port du Hedjaz ou de tout autre port de la côte Arabique de la Mer Rouge, muni de patente brute de choléra, ayant à bord des pèlerins ou masses analogues à destination de Suez ou d'un port de la Méditerranée, est tenu de se rendre à Tor pour y subir la quarantaine réglementaire.

2. Il y sera procédé au débarquement des passagers, à la désinfection des effets, marchandises susceptibles, et du navire.

Art. 2. 1. La durée de la quarantaine pour les pèlerins désignés dans le précédent Article est de dix jours pleins à compter du jour du dernier cas de choléra constaté dans la section quarantenaire, pourvu que les sections présentent des garanties suffisantes d'isolement. Cette durée pourra, si le Conseil International d'Alexandrie le juge nécessaire, être prolongée jusqu'à quinze jours.

2. Les navires subiront également une quarantaine de dix ou quinze jours, à dater du jour du débarquement de leurs pèlerins.

Art. 3. 1. Les agents des Compagnies de navigation et les capitaines sont prévenus qu'après avoir fini leur quarantaine au Lazaret de Tor, les pèlerins Egyptiens seront seuls autorisés à quitter définitivement le navire aux sources de Moïse, pour rentrer ensuite dans leurs foyers.

2. Ne seront reconnus comme Egyptiens ou résidant en Egypte que les pèlerins porteurs d'une carte de résidence conforme au modèle ci-annexé. Des modèles de cette carte seront déposés auprès des autorités Consulaires et sanitaires de Djeddah et Yambo, où MM. les agents et capitaines de navires pourront les examiner.

3. Les pèlerins non-Egyptiens, tels que les Turcs, les Russes, les Persans, les Tunisiens, les Algériens, les Marocains, etc., ne pourront, après avoir quitté Tor et les sources de Moïse, être débarqués dans un port Egyptien.

4. En conséquence, les agents de navigation et les capitaines sont prévenus que le transbordement des pèlerins étrangers à l'Egypte soit à Tor, Suez, Port-Saïd ou Alexandrie, est interdit.

Les bateaux qui auraient à leur bord des pèlerins appartenant aux nationalités dénommées dans le paragraphe précédent, suivront la condition de ces pèlerins et ne seront reçus dans aucun port Egyptien de la Méditerranée.

Art. 4. 1. Les navires avec patente brute de choléra provenant d'un port du Hedjaz ou de tout autre port de la côte Arabique de la Mer Rouge, sans y avoir embarqué des pèlerins ou des marchandises susceptibles, et qui n'auront pas eu à bord durant la traversée d'accident suspect, sont autorisés à subir la quarantaine de dix jours en rade des sources de Moïse, s'ils sont à destination de l'Egypte, ou à passer le Canal en quarantaine s'ils sont à destination d'un port non-Egyptien de la Méditerranée.

2. Les jours de traversée seront comptés comme jours de quarantaine aux navires qui se trouveront dans les conditions du paragraphe précédent, pourvu qu'ils aient à bord un médecin commissionné.

3. Il est entendu que si ces navires ont eu, durant la traversée, des accidents suspects, ils devront se rendre à Tor pour y subir la quarantaine réglementaire.

Chapitre II.—*Provenances brutes de Peste.*

Art. 5. Les dispositions contenues dans les Articles 1, 2, 3, et 4 précédents, sont applicables aux navires arrivant du Hedjaz ou de tout autre port de la Mer Rouge avec patente brute de peste.

Ces navires devront se rendre à Tor, où ils seront soumis aux règles établies par le Règlement Général pour les Provenances de Peste du 6 Avril et 1^er^ Mai, 1878.

Chapitre III.—*Provenances Nettes.*

Art. 6. 1. Pendant tout le temps que durera le retour des pèlerins; les navires provenant du Hedjaz ou de tout autre port de la côte Arabique de la Mer Rouge, avec patente nette, ayant des pèlerins à bord, sont tenus de se rendre à Tor, pour y subir une quarantaine d'observation de quarante-huit heures, après complet débarquement.

2. Les pèlerins seuls seront débarqués au campement quarantenaire.

3. Après avoir subi cette quarantaine d'observation de quarante-huit heures, les navires seront reçus à Suez en libre pratique, si la visite médicale est favorable.

4. Toutefois, les pèlerins Egyptiens ou en résidence, seront seuls autorisés à débarquer à Suez.

5. A l'égard des autres pèlerins de nationalité étrangère, on suivra la même règle qui a été établie dans le paragraphe 3 de l'Article 3.

6. Le transbordement des pèlerins est strictement interdit dans toutes les ports Egyptiens.

7. Les navires venant du Hedjaz ou d'un port de la côte Arabique de la Mer Rouge avec patente nette, n'ayant pas à bord de pèlerins ou masse analogues et qui n'auront pas eu d'accident suspect, durant la traversée, seront admis en libre pratique à Suez, après vingt-quatre heures d'observation et visite médicale favorable.

Art. 7. Les navires partant du Hedjaz avec patente nette ayant à leur bord des pèlerins à destination d'un port de la côte Africaine de la Mer Rouge, sont autorisés à se rendre à Souakim pour y subir la quarantaine d'observation de quarante-huit heures avec débarquement des passagers au campement quarantenaire.

Observations Générales.

Les officiers sanitaires du Hedjaz seront invités à remettre à chaque capitaine dès son arrivée un exemplaire du présent Règlement et à noter sur la patente l'accomplissement de cette formalité.

Toutes dispositions antérieures, contraires au présent Règlement, sont et demeurent abrogées.

Alexandrie, le 5 Août, 1880.

Le Président,
(Signé) NÉROUTSOS.

No. 66.

Consul Zohrab to Earl Granville.—(*Received September* 11.)

My Lord, *London, September* 10, 1880.

I HAVE the honour to transmit herewith a Report on the treatment of Indian pilgrims while on the "Hadj" to Mecca and Medina, and on the measures which could, without cost to the Indian Government, be adopted to afford them protection.

The action of the Turkish Government in issuing orders that no pilgrims be permitted to land in the Hedjaz who are not provided with passports leaves no option in the matter; they will in future have to be issued, and I believe that by following the plan I suggest in my Report it can be done without cost.

I have, &c.
(Signed) JAS. ZOHRAB.

Inclosure in No. 66.

Report respecting the Pilgrimage to the Hedjaz of British Indian and Malay Subjects.

UNDER existing rules and regulations all Mussulman British subjects who proceed on the pilgrimage to Mecca and Medina cease, from the instant they quit the shores of their native countries till they return to them, to enjoy British protection; they become, for the time being, so to speak, outlaws, and are at the mercy of all and any one who may choose to rob, ill-treat, and even kill them. Possessing no recognized position, they can claim the protection of no authority and of no law; consequently for them there is no redress against oppression, no protection from cruelty, and no hope in time of need. The result is, that those who get robbed and otherwise maltreated do not form the exception, but the rule; many are assassinated I have reason to believe; many are sold into slavery;

and those who die from want can yearly be counted by hundreds. These misfortunes, as a rule, are confined to British subjects alone, and they constitute a marked difference to the fate which attends the subjects of other nations who perform the pilgrimage.

The Government of India, evidently acquainted with at least some of the misfortunes which fall on the great majority of the Indians during the pilgrimage, took steps, some time ago, to ascertain from influential Indian Mussulmans what measures could be adopted to mitigate these sufferings. The result of these inquiries, however, was so unsatisfactory, that the question was allowed to drop. The motives, I believe, which actuated the Indian Government in declining to assume responsibility, after the vague and obscure opinions sent in, by exercising jurisdiction over pilgrims, were an apprehension that any action on its part would, by being regarded as interference with religion, create discontent and uneasiness in the Moslem mind, and lead to a belief that it covered a design to put a check on the free exercise of the faith—a supposition which might end in active discontent.

However beneficial and necessary Mahommedans might consider the exercise of jurisdiction and control over pilgrims (and they do believe this), those under a Christian Government would never avow it openly; the expression of such opinions would be so subversive of the exclusive conservatism, if I may use the expression, and prejudice which constitute the foundations of Islam, that very few indeed could be found bold enough to enunciate such opinions; yet I can say, from personal observation, that at least 90 per cent. of those who go on the pilgrimage, or who have learned what the horrors of the pilgrimage are, would, if they dared, elect that active British control be exercised during the whole of that time of trial and suffering.

In making this assertion I am not guided by personal observation alone, but I have to support me the opinions given in private of many Indian Mahommedans and of numerous Arabs and Turks.

The Netherlands Government appears to have early appreciated the sufferings and dangers of the pilgrimage, and measures were adopted, without previous consultation with its Moslem subjects, to afford efficient protection to all who visited the holy places. A show of dissatisfaction was, I have been told by a competent authority, manifested at first, but no attention was paid to it; the purpose of the Government was soon accepted, and now the protection afforded is not only eagerly sought, but the Malays will neither recognize as a Hadjee, or show the deference the title confers, on any person who cannot substantiate his claim by showing his certificate from the Netherlands Consul at Jeddah.

From 10,000 to 15,000 British Indians annually proceed to the holy places, Mecca and Medina. These people, from the instant they quit the shores of their native country till they return, a period generally of about seven months, cease to be British subjects. This fact is but too well known, and is taken advantage of by the unscrupulous, dishonest, greedy hundreds who are in one way or another connected with the pilgrimage as brokers, carriers, conductors, guides, or teachers. The first trouble of the pilgrims commences at the port of embarkation; they are beset by brokers and agents of speculators, who take up steamers either for a lump sum or at so much per head, and then collect passengers at rates varying from 50 to 200 per cent. more than they pay to the steamers. Taken on board they are generally very roughly treated, and every artifice is often tried, and too frequently with success, to stow away in a ship more than the number allowed by law. When artifice is unsuccessful in port and masters can be bribed, sailing boats are laden with passengers and sent out to sea to await at a considerable distance from shore the already sufficiently-crowded vessel whose master has secretly engaged to take them.

The perils to which human beings are exposed by this practice is obvious. There is the serious risk of danger from storms while awaiting the ship, the danger of infectious disease breaking out from overcrowding during the long voyage, suffering from want of a sufficient supply of food and of water, and from excessive heat and vitiated air.

Landed in Jeddah, the pilgrims are taken possession of by bands of sheikhs, guides, and brokers, who undertake to take them through the country, instruct them in the religious ceremonies, and obtain their passages home again. The pilgrims, ignorant alike of the country, the languages, and the formalities and ceremonies they must go through to become "Hadjees," readily give themselves up to these people, to meet but too often, as a result, with suffering and loss which is distressing to see. The life of a pilgrim from the time he lands at Jeddah till he returns to India is so graphically described by Dr. Abdul Rizack in his report to the Indian Government, that any description I could give would be superfluous. I therefore beg to refer to his report, and I shall confine myself to an analysis of the means which the new regulations issued by the Porte, that no pilgrims be allowed to land in the Hedjaz without passports, must oblige the Government of India to adopt.

No subjects of France, Holland, or even Persia are permitted to leave their homes for the pilgrimage without obtaining the permission of their respective Governments given by means of passports.

The Netherlands Government, before granting leave, insists on every applicant giving a satisfactory guarantee that he not only possesses the means to enable him to go and return, but that he leaves for his family, or those depending on him, sufficient to maintain them during his absence.

I am not acquainted with the restrictions imposed by the French Government, but I am informed that the number allowed to proceed yearly is limited, and occasionally leave is altogether withheld.

To the Persians it is hardly necessary to refer, as the greatest leeches on their resources are their own authorities, and only those who are well off attempt the journey.

From India hundreds, I may say thousands, of pilgrims, male and female, adults and children, yearly arrive in Jeddah, whose means have been all but exhausted in paying the passage from Bombay, and who are consequently destitute from the day of landing. These, I have been told by Mussulmans versed in the religious law, ought not to be permitted to undertake the pilgrimage, as it is forbidden by the Koran, which directs that only those who are in good health and have means are to undertake the pilgrimage. It, however, appears that, as regards the question of pilgrimage, opinions are guided by the teachings of four of the ancient expounders of the law, and there are on this point what may be termed four sects. One holds that every Mussulman who enjoys bodily health and has means sufficient is bound to make the pilgrimage once in his life-time. Another sect holds that the pilgrimage must be made yearly by all who can afford it. A third that every Mussulman, rich or poor, must undertake it once; and the fourth that the pilgrimage is optional and not binding. These teachings are not, however, derived from the Koran; they are dogmas which have been tacked on to it in later times; they are not regarded by Mussulmans as inspired.

Rich Mussulman Indians generally arm themselves with a letter of introduction and recommendation from some officer in India, and, so armed, obtain Consular aid and protection.

In my opinion, an opinion based on conversation with many Indians, and on the wishes of the authorities in the Hedjaz, pilgrims from British possessions ought, before being permitted to undertake the journey (1) to prove that they possess the necessary means, the lowest limit at Bombay being 200 rupees; (2) that they possess a British passport.

The Netherlands Regulations, of which I inclose an extract kindly furnished to me by Mr. J. A. Kruyt, Netherlands Consul at Jeddah, would, I think, form a good basis on which to construct rules for our pilgrims, but experience has shown that they require some alteration, and Mr. Kruyt has laid the changes he deems necessary before his Government. His opinions coincide with the following Regulations, which I deem would be advisable to enforce:—

That at the ports in India at which pilgrims are now allowed to embark a superintendent of pilgrims be appointed with a sufficient staff of medical men and clerks, his duties to be as follows:—

1. To see that intending pilgrims are in good health, or at least that they have not on them the germs of contagious disease.

2. That they have means sufficient to pay all expenses to Mecca and Medina and back to India.

These two points satisfactorily ascertained, the Superintendent would require a deposit of at least 200 rupees, to be disposed of as I shall indicate later. The deposit having been made, a passport is to be given to the depositor, on the face of which should be stated:—

1. Every particular about the individual which would facilitate identification and the finding of relatives.

2. The sum deposited and the amount (vouched for by the owner's signature) disbursed by the Superintendent in sundry expenses.

3. That each passport have on its face headings which would be filled up by the Consul at Jeddah, showing—

Date of arrival in Jeddah.

Date of departure from Jeddah on return to India or Colonies.

Sums expended by Consul in getting passage for return journey, fees paid, and other disbursements, and the balance paid to the holder, with his acknowledgment.

4. That each passport be carefully numbered, so that it could be entered by the Consul in a register, and a certificate given with identic number, to serve as a certificate of registration during stay in the Hedjaz.

The Superintendent would, after the deposit had been handed in, furnish the pilgrim with a passage to Jeddah, and after deducting its cost and all fees from the 200 rupees in deposit, remit the balance to the Consul at Jeddah, who would dispose of it as I shall indicate further on.

Steam-ship owners and agents would, I am sure, welcome any arrangement which would free them from the chicanery and intrigues of native Indian pilgrim speculators and brokers. I therefore propose that the Superintendent of Pilgrims should be charged with the duty of procuring passages to Jeddah for all passport-holding pilgrims, and that he charter ships for the traffic and see that they are properly ventilated, ascertaining that all the spaces, necessaries, and provisions required by the Sanitary Regulations are complied with, and superintend the embarkation and disposition on board of the passengers.

As the pilgrims leave Bombay nearly all at the same time, it would be a matter of no difficulty to get ships to convey them at moderate and regular prices. Indeed, I am persuaded the offers to the Superintendent would be so numerous, that his difficulty would lie in the abundance and not the paucity of vessels.

Dr. Abdul Rezak proposes that every pilgrim-carrying ship should be compelled to carry a medical man. This would entail heavy expenses on the ship-owners, and would consequently seriously increase the cost of passage to pilgrims, while I do not think any very beneficial object would be met. What is really required is, that overcrowding be prevented, that a good supply of water be daily furnished to passengers, and that cleanliness be strictly adhered to; with such precautions a nine or ten days' voyage would be got over without risk or harm.

Every ship carrying pilgrims from India, the Straits Settlements, or the Persian Gulf, in fact, every vessel with pilgrims proceeding to Jeddah from the south, ought to be compelled to call at Aden, where her passengers should be carefully counted, and the legal fine imposed if she is carrying more than the law permits, the excess number being taken out of her and sent on in another vessel, the guilty ship paying all expenses. A certificate ought then to be given to the master. In this should be stated the number of passengers brought to Jeddah, and whether any fine has been imposed. This certificate would be handed to the Consul at Jeddah and sent by him to the Superintendent at the original port of embarkation, who would act on it as circumstances might require.

Arrived at Jeddah, the pilgrims would have to present themselves at the Consulate to be registered, deposit the passports, receive temporary certificates, and have paid to them such portion of the 200 rupees deposited in India as they might require, so long as they left sufficient in the Consul's hands to cover the cost of the return journey and the provisions for the voyage.

The Consul's duty at Jeddah would be—to appoint, in concert with the Grand Shereef, the Sheikhs who would conduct the pilgrimage (these should all be British subjects); to register pilgrims in such a way that identification would be easy, and discovery of relatives, in case of death, facile; to hold deposits, whether those sent from the Superintendent or those made at Jeddah by the richer class of pilgrims, who would not like to carry large sums on their persons (this is often done); to see to the sanitary condition of the pilgrims; and, finally, to secure for the pilgrims passages for the return voyage.

All these duties having been performed, the Consul would make all necessary notes on the passports and his certificates (both to be signed by the pilgrims). The former he would give to the owners, the latter he would send to the Superintendent, to whom they would serve as vouchers if complaints were lodged against the Consul.

Of the staffs at the ports of our possessions necessary to carry out the system I have proposed it is not necessary for me to speak, but to carry out the duties at Jeddah it would be necessary to have the following permanent staff:—

A Doctor (an Indian speaking Arabic and English, as well as Hindoostani).

1 Clerk (Indian or Malay), knowing well English, Malay, and, if possible, Arabic.

1 Clerk (Indian), with a competent knowledge of English, Hindoostani, and Arabic.

2 Janissaries, speaking Hindoostani, Arabic, and English.

The cost of such an establishment would be about 900*l.* a-year, as is shown in the annexed Table A. In proposing the salaries to be given to the employés of the establishment, I have taken into consideration—

1. The many discomforts they would have to bear.

2. That as the different positions offer no road to promotion, the chance of saving a little money ought to be given.

3. To make each post of such pecuniary worth that its retention should be regarded as valuable.

To meet the expenses of the various establishments, I propose that a fee of 2½ rupees

be taken on each passport delivered, and a fee of 2 rupees at Jeddah for registration and issue of temporary certificates.

Taking one year with another the fee of 2½ rupees would yield a revenue of about 2,000*l.*, never less, frequently more. Last year this fee would have yielded about 2,700*l.*, as about 10,900 Indian and about 2,000 Malay pilgrims proceeded to Jeddah. The fee of 2 rupees would give about 1,670*l.*, or an excess of about 770*l.* beyond the requirements of the Jeddah establishment. This excess, however, would be very useful in many ways, such as in the construction of an hospital, which is much needed, in the maintenance of an hospital staff, in affording relief to the distressed, and in other ways.

As the Consul would have much extra work thrown on him, a remuneration to him by a commission of 1 per cent. on all moneys received by him from India and the colonies, and on deposits made by British pilgrim subjects, would be but a fair charge.

I am of opinion the fees I propose should be charged would more than cover the cost of controlling and protecting pilgrims, and that consequently no expense whatever will be entailed on the Indian Government. The matter, however, is no longer optional; the Turkish Government insists that all foreign pilgrims should be provided with passports, the Indian and Colonial Governments will consequently be obliged to furnish British subjects with those documents, and as the way of so doing without any outlay is shown in this Report, it is advisable to enter on arrangements at once, so that the system may be put in operation by the next pilgrim season.

The pilgrims themselves would be great gainers, not only in that they would have a recognized authority to protect them, but the advantages to them pecuniarily would be considerable. Under the present system, pilgrims from and to India and Singapore pay from 100 to 150 per cent. more for their passages than is actually paid to the ships that convey them.

Last year and last spring the charge made to all pilgrims for conveyance from Jeddah to Singapore was 35 dollars, while the average paid to the steamers that conveyed them was 14 dollars; the difference (21 dollars) went to the Sheikhs, brokers, and bill discounters. Had those people had Government agents to secure their passage, they would have had to pay, on the outside, in passage and fees, about 15 dollars, instead of 35 dollars, or at the most 20 dollars. The same proportional rates were charged to the Indian pilgrims.

There are many rich Indian Mussulmans who would like to create a fund out of which the expenses of the pilgrimage journey of a certain number of poor Mussulmans could be annually defrayed, but they have hitherto been prevented, because there has been no responsible officer to administer the fund. One or two Indian Princes have agents who administer a certain sum given by them for this purpose, but very few profit by it, as the agents, I am told, appropriate the money. But if Government agents were appointed, I have been assured the sums which would be given by pious Indians to aid poor co-religionists would be very large. The Indians would also like to have a good hospital at Jeddah, and a mosque which would be a worthy emblem of the piety of Indian Mussulmans. Money for these objects would be given freely when it became known that British agents would have the care and administration of the funds.

That Indian Mussulmans are interested beyond any other Mussulmans in the Hedjaz is, I think, shown by the fact, that thousands have gone to reside in that province only from affection for the country of the Prophet, and many of the rich who remain in India annually send large donations to Mecca for works of piety or utility. I may mention as an example that 60,000 rupees were sent to Mecca early this summer as a first instalment towards the reconstruction of the Mecca waterworks; and I have been assured that if the Porte would permit the construction of waterworks at Jeddah under Consular supervision, 10,000*l.* would be immediately collected for the purpose in India; this assurance was also given in my presence to the Governor-General. The question of protecting Indian pilgrims being no longer optional, I have endeavoured to show, in what I have already stated, how the matter could be arranged without cost to the Indian and Colonial Governments, and I have also quoted the evidence I have collected, which leads me to believe that administrative supervision will not create real dissatisfaction.

In support of this last assertion we have the example of the Netherlands Government, whose supervision is now looked upon as so important and valuable, that the Javanese will no longer acknowledge as "Hadjees" those who cannot produce a corroborative Consular certificate; and the eagerness with which I have seen the Javanese press at the Consulate at Jeddah to get these certificates has left no doubt on my mind that they are highly prized.

Were the Governments of India, of the Straits Settlements, and other colonies to pursue a similar plan, that is, to refuse to recognize, and decline to permit the assumption of the title of "Hadjee" by any native who could not produce the Consular certificate

that he had performed the pilgrimage, all apparent or real opposition to any regulations would be swept away.

It should be borne in mind that the title of "Hadjee" is not only considered honourable by Moslems, but it brings respect to the holder and confers privileges; I therefore believe that, as in Java, so in India, and elsewhere, an official certificate which would place beyond doubt the right of the holder to the title would be held in high esteem, and would be claimed with solicitude. As regards the Straits Settlements, this is placed beyond doubt by the fact that Malay British subjects now seek them from the Netherlands Consulate, by declaring themselves for the time being Dutch subjects.

The Government of India has hitherto declined to interfere with pilgrims, from an apprehension that its motives might be construed into an intention to put restraint on the free exercise of religion; strange to say, this inaction is regarded in the Hedjaz by Indians and Arabs as being induced by a wish to impose such a check.

I have frequently been told that if the Government felt solicitude for its Mahommedan subjects and desired their welfare, protection would not be withdrawn from them during the period when they were going through the most sacred duty; but just then, and when recognition would be of the greatest value, they were abandoned. I am not surprised that such an idea should take hold, for the misery and suffering to which Indian pilgrims are exposed are unknown to other races.

The Malays, by declaring themselves Dutch subjects, get protection and are cared for; the Algereens, the Persians, the Turks have their authorities to appeal to, and are, when rendered destitute, sent away, but the Indians have no one to go to; the dupes of robbers under different disguises, many hundreds are yearly reduced to starvation, and end their lives in the streets of the different towns, while thousands are brought so low that they have to subsist on food collected from the streets and from dust-heaps, till their misery at last excites the sympathy of even the hardest-hearted, and they are sent away by public subscription.

(Signed) JAS. ZOHRAB.

London, September 10, 1880.

General Conditions under which Netherlands Indian Subjects are allowed to Start on Pilgrimage to the Hedjaz.

Every pilgrim before starting has to prove to the local authorities of the head place of his residence that the family he leaves behind is sufficiently provided for, and that he has got the means for the journey to Arabia and back, and for his wants during his stay there, after which he receives a passport.

2. He is obliged to show this passport to the local authorities in the port of embarkation, and in every other landed port, to the Dutch Consul, if there is one.

3. At Jeddah he is obliged to show, without delay, his passport at the Dutch Consulate, paying a fee of 2½ rupees, where it remains, and is registered. The Dutch Consul provides him in change with a travelling ticket to make the journey into the interior.

4. They make the journey under the conduct of Sheikhs, whom they are free to choose themselves, but whose name is put down in the registers of the Consulate. These Sheikhs, being nominated by the Grand Shereef of Mecca, are responsible to him for all that happens with the pilgrims. The Grand Shereef, of course, corresponds with the Consul.

5. At the end of their pilgrimage the pilgrims apply again to the Dutch Consulate for their passports on showing the above-mentioned travelling certificate, on which passports are put down the dates of arrival and departure.

6. They who went on pilgrimage without a passport, or have it not duly signed at Jeddah, have no right on the title and the usual prerogatives of Hadjee.

7. They who had no passports or irregular ones, they who did not present it immediately after their arrival in Jeddah, &c., are punished according to the law on their return in India.

8. After each season the Dutch Consul has to make a general report on the pilgrimage, and to give returns to the Indian Government of all who failed in fulfilling the above-stated conditions.

9. The debts contracted by the pilgrims in Arabia have always to be verified and legalized by the Consul.

Annex (A.)

Proposed Yearly Salaries of Staff for Pilgrim Office at Jeddah.

	Rupees.
Doctor	3,600
One Clerk, speaking and writing English, Hindoostanee, and Arabic	1,800
One Clerk, speaking Arabic, and writing English and Malay	1,800
Extra pay to Consular Dragoman for doing duty for Pilgrims	1,200
Two Cavasses, at 50 rupees per month	1,200
Stationery, boat hire, and sundry	1,200
	10,800

Consul's remuneration for acting as Superintendent, 1 per cent. on all sums sent on Pilgrims' account, or deposited by Pilgrims at the Consulate.

Confidential Annex.

In the preceding report I have spoken only of the necessity of extending protection to Mahommedan subjects during their pilgrimage, and of the means by which such protection could be given without cost to Government. I consider that I am likewise bound to make some remarks on the advantages politically which would result from such a measure.

Long association with various races of Mussulmans has enabled me to estimate the religious fervour with which each race I have come in contact is imbued. I do not allude in what follows to fanatical ideas, but to simple devotion to religion. In the first rank I place the Indians, in the last rank the Bedouins.

The Indian is a Mussulman from conviction; he loves his religion, and is devoted to it, not in the spirit of fanaticism, but in that of sincerity. Were this not the case, the enlightenment which has been cast on the land of India, the learned, deep-thinking men who have sprung up on her soil, and the facilities which have been afforded for comparison between the various teachings, and which have been deeply examined by many learned Indian Mussulmans, would have shaken the foundations of Islam in that land; but the hold is on the hearts, and not on the mere sentiments of the people, and while it so exists Islam will remain unshaken in that land.

As the character of the Bedouin is, so are his religious sentiments. Quick of temper, impatient of restraint, impulsive, unstable, changeable, he is the mortal enemy to-day where he was the devoted friend yesterday. He is a Mussulman because he was born a Mussulman, and not because he is devoted to the faith from conviction. Abuse or insult his religion, and he will kill you from exactly the same sentiment which would induce him to kill you if you abused or insulted the person who at the time was his friend. The sentiment is, that when the word is given it must be maintained, even at the cost of life. As long as he says he is a Mussulman, he will freely give his life for Islam; but as with his friendships so would it be with his faith; as circumstances would make him change love into hatred, so would they induce him to turn reverence into disdain. Too fickle, too unstable to hold the reins of power, whether civil or religious, the Bedouins have never been able to form a solid, enduring state; nor were they able to retain to themselves the power the religion, which sprang from their midst, gave them. Dazzled by the teachings of Mohammed, they became the invincible propagators of his faith; but they soon wearied of the task, and even of the ambition of authority; they left the one to later converts, and they saw without regret the other pass away from them and enthrone itself first in Damascus, then in Baghdad, and finally in Constantinople. At the present day to them the Sultan is good, because he gives them tribute, and Islam is good, because it brings money in abundance. Withdraw the tribute, stop the pilgrimage, and Mecca would soon become a howling wilderness as regards its sanctity in Bedouin eyes.

The Hedjaz is the Holy Land of the Mussulman. In Mecca, the Holy Stone, which fell from heaven, is enthroned; in Medina the ashes of the great Prophet repose. The Hedjaz consequently occupies, in the affection of the Mahommedan world, a position similar to that which the Holy Land held in the hearts of Christians in the earlier times; but there is this difference which probably confers yet more sanctity on Mecca, in Mussulman eyes, than Jerusalem ever possessed in Christian thoughts: from the time it became Mussulman it has remained in Mussulman hands—it has never passed into the possession of non-Mussulman masters.

Indians have a deep affection for Mecca; this is manifested by the large sums they lavish on it, and by its having been selected as a residence in preference to their native land by thousands of them. Many also hold positions of trust in the sanctuaries.

As the centre, or rather pivot of the faith, and as the point of annual union of Mussulmans from all countries, the Hedjaz must exercise a most powerful influence over Mahommedan thought and action; that it does do so there is no room left for doubt, and the time has I think arrived when an effort should be made to bring this great influence under our control.

The recognition of Indians, as subjects during their pilgrimage, would be the first step; it would necessitate the presence of Mussulman British agents at Mecca, who, if well selected, would soon be able to obtain for themselves positions of commanding influence there.

The next step in our favour would come when Auwn Pasha succeeds to the Grand Sheerifate. He is an admirer of the English, and, in common with all the members of his family, is very liberal in his ideas. Already favourable to the English, a show of courtesy and attention would, I feel persuaded, make him a devoted adherent, while such a course would, at the same time, flatter our Mussulman subjects. With above 60,000,000 of Mussulmans to rule over, with serious political questions now constantly springing up in Mahommedan countries, with another and powerful State disputing over-supremacy in Asia, we can no longer afford to ignore a weapon which, in our hands, could prove useful and efficient. Chiefs may, in the furtherance of their schemes, intrigues, and ambition, scoff at denunciations from Mecca, but the people will dread them, especially those of India, and promoters of revolt or war would meet with serious, if not insuperable, difficulties in making converts or collecting men, when the Grand Shereef, with the Ecclesiastical Council of Mecca, were adverse. The State, which can command the aid of the Grand Shereef and of the Ecclesiastical Council of Mecca, will be the possessor of a formidable weapon in controlling Asiatic affairs. That weapon circumstances seem to be throwing into our hands; we have but to clear the way and it will assuredly be ours, and once in our keeping our hold on the Mussulman world will be almost impregnable.

(Signed) JAS. ZOHRAB.

London, September 10, 1880.

Appendix.

(Inclosures in Letter from Colonial Office to Foreign Office of July 13, 1877. See Nos. 33 and 34 of foregoing Correspondence.)

Administrator Anson to the Earl of Carnarvon.

No. 170.

My Lord, *Government House, Singapore, May* 9, 1877.

WITH reference to previous correspondence which has passed on the subject of the regulation of the pilgrim traffic between Jeddah and the Eastern ports, I have the honour to transmit herewith a letter from the Master Attendant, drawing attention to the danger which, in his opinion, exists in the carriage of these pilgrims in large numbers on board steamers laden exclusively with coal, and unprovided with any special means of extinguishing a fire in the event of one breaking out on board.

2. There is, no doubt, a rapidly increasing tendency on the part of shippers of coal to the East to send it out in steamers viâ the Suez Canal instead of by sailing vessels round the Cape of Good Hope, and at the season when the pilgrims are returning from Mecca, such steamers call in at Jeddah to compete for their transport. Thus, during the past months of February, March, and April, seven steamers freighted with coal left Jeddah for these settlements, bringing 2,994 passengers for Singapore alone, excluding those for other places: the "Imbrose," for example, left the greater number of her pilgrims at Padang, in Sumatra, besides landing a number at Penang.

3. I would also call attention to the fact that, although, under the instructions conveyed in the first paragraph of your Lordship's despatch No. 180 of the 31st July last. these ships would appear to come within the definition of "foreign going ships" under "The Merchant Shipping Act, 1854," they rarely, if ever, carry a doctor. As, however, they have been passed in the first instance by the British Consul at Jeddah, it has been thought unnecessary to take any steps against the ships under that Act in the Straits, the main responsibility lying, of course, with the officer who allows the steamers to start with the pilgrims.

4. I cannot but concur in the opinion expressed by Mr. Ellis in the concluding paragraph of his letter, that it is undesirable that the British Consul at Jeddah, who is, if I mistake not, placed there for the main object of looking after the pilgrim traffic, should be allowed to have any pecuniary interest in that traffic, either by his firm chartering steamers for the conveyance of pilgrims, or by his being a shareholder in any of the Steamship Companies which run vessels to Jeddah for that purpose.

5. To refer again to the steamer "Imbrose." She was chartered by Beyts and Co., of Jeddah, to carry pilgrims to Padang, Penang, and Singapore, and was passed by the British Consul, Mr. Beyts, as having only the proper number of souls on board.

On her arrival at Padang, the papers of the "Imbrose" were detained by the authorities there, on representations from the Dutch Consul at Jeddah, who is also understood to have a large interest in the pilgrim traffic with that part.

The "Imbrose" came on to Singapore without her papers, but they have since been restored to her. I am not aware that this vessel had, in reality, committed any breach of the Regulations, but your Lordship will probably concur with me in thinking that the Consul should not be mixed up in such matters in the separate character of a charterer of the vessel.

I have, &c.
(Signed) A E. H. ANSON.

Inclosure 1.

Master Attendant Ellis to the Colonial Secretary.

Sir, *Master Attendant's Office, Singapore,* 9 *May,* 1877.

I HAVE the honour to bring to your notice that during this last pilgrim season, February, March, and April, the following British steamers:—

Names.	Tonnage.	Passengers.
Mathew Cay	870	556
Madeline	845	515
Straithavily	1,236	801
Woodburn..	1,153	617
Imbrose	1,275	122
Holyrood	333	120
Bertha	1,481	263

arrived here from Jeddah, in the Red Sea, with passengers, and as their entire cargoes were of coal, I beg to state I do not consider it safe that such ships should carry passengers, simply as all such cargoes are liable to spontaneous combustion at any time.

PUBLIC RECORD OFFICE, LONDON

All these ships were perfectly seaworthy, and there were no complaints from any of the passengers; all appeared perfectly satisfied with the required accommodation and treatment received while on board.

What I wish to make known is, that these steamers bring out coal for this port and Hong Kong, and on their way call at Jeddah, in the Red Sea, and take Hadjee passengers to the Straits; this pays them very well indeed, as their between decks are empty—no ship would ever be able to carry her between decks full of coal—and I believe in a few years all the coals sent from home will come out in steam colliers through the Canal, as, directly these vessels are discharged here, they leave for the rice ports in Burmah to load for Europe.

No steamers should be allowed to carry passengers, having a cargo of coals, unless they are fitted up with pipes running fore and aft, from their boilers amongst the coal, so that they are able to extinguish a fire by steaming it out.

Should a steamer get on fire, say midway between Aden and Point de Galle, with perhaps 500 to 600 or 800 passengers on board, there would indeed be a fearful sacrifice of life. Boats, on such occasions, would be of little or no use, except, perhaps, to assist some of the crew in deserting the ship before they did all they could to put the fire out.

The Board of Trade have issued a Circular in 1876 to the Emigration Office at home, that no ship is allowed to carry passengers having coal cargoes, and I think this should be brought to the notice of the Secretary of State, in order that the English Consul at Jeddah be warned not to give any such vessel a license, unless she has a Board of Trade certificate to the effect she may carry passengers with a coal cargo.

The Turkish authority should also be warned against allowing any foreign ship from taking passengers from the Red Sea ports having coal cargoes.

I observe German steamers are bringing the same cargo here from the coal ports in Wales, and two have brought Hadjee passengers from Jeddah. Should British ships be prohibited from doing so, foreign ships should be stopped as well.

While on this subject, I beg to bring to your notice that in such a port as Jeddah, where it appears that the different European Consuls are agents for passenger steamers, I do not think that our Consul, Captain Beyts, should be permitted being one; some of the passenger steamers that arrived here were chartered by the Firm of Beyts and Co., of which the British Consul is Manager.

I have, &c.

(Signed) HENRY ELLIS.

Inclosure 2.

Minute.

THE Master Attendant at Singapore has very properly drawn attention to the danger of carrying large bodies of pilgrims in steamers laden exclusively with coal,—a cargo liable to spontaneous combustion.

The 29th section of "The Imperial Passengers Act, 1855," contemplating this class of risks, prohibits the carriage as cargo in passenger ships of seven specified articles (of which coal is not one), and proceeds in general terms to prohibit the carriage of any other article, or number of articles, "which by reason of the nature or quantity, or mode of stowage thereof, shall, either singly or collectively, be deemed by the Emigration Officer at the port of clearance likely to endanger the health or lives of the passengers, or the safety of the ship." During the administration of the Passenger Acts by this Board the coal question rarely arose, because coals were seldom attempted to be taken as cargo in "passenger ships." Whenever the question, however, did arise, the Emigration Commissioners always declined to sanction the shipment as cargo in "passenger ships" of any description of coal or patent fuel, except Warlicks-Wylams, and the National Patent Steam Fuel, which the Commissioners had been satisfied were not liable to spontaneous combustion, by an official chemical analysis made by an analyser of their own appointment.

The Board of Trade, on whom the administration of the Passenger Acts have devolved since the 1st January, 1873, have, it appears, issued a Circular in 1876 to the Emigration Officers in this country prohibiting the carriage of passengers in coal ships. This Circular I have not seen. The Master Attendant suggests that it should be sent to the English Consul at Jeddah, with instructions to act on it; and that the Turkish Government should be asked to prohibit the carriage of passengers in foreign ships laden with coal.

The Administrator, Mr. Anson, in bringing this matter under the consideration of Lord Carnarvon notices also two other points:—

(1) The frequent absence of any medical man in these pilgrim vessels, although apparently they come within the definition of "foreign going ships," under "The Merchant Shipping Act, 1854;" and

(2) The inexpediency of our Consul at Jeddah, Captain Beyts, of the firm of Beyts and Co., (whose duty it is to look after the pilgrim traffic), having any direct interest or bias in these pilgrim vessels.

Captain Beyts, I think, should have an opportunity of offering any explanation he may wish on this point.

As the cognizance of the questions relating to the carriage of dangerous cargo and of medical officers in British passenger ships falls peculiarly within the province of the Board of Trade, I would submit that they be referred for the opinion of that Board. The questions, so far as they relate to the Turkish Government, and to our Consul at Jeddah, are for the consideration of the Foreign Office.